S. Hrg. 101-317

REAUTHORIZATION OF THE CARL D. PERKINS VOCATIONAL EDUCATION ACT

HEARINGS

BEFORE THE

SUBCOMMITTEE ON
EDUCATION, ARTS AND HUMANITIES

OF THE

COMMITTEE ON
LABOR AND HUMAN RESOURCES
UNITED STATES SENATE

ONE HUNDRED FIRST CONGRESS

FIRST SESSION

ON

S. 1109

TO AMEND THE CARL D. PERKINS VOCATIONAL EDUCATION ACT TO EXTEND THE AUTHORITIES CONTAINED IN SUCH ACT THROUGH THE FISCAL YEAR 1995

JUNE 22, 1989, WASHINGTON, DC
JUNE 29, 1989, WICHITA, KS
JULY 7, 1989, PROVIDENCE, RI
JULY 10, 1989, VERMONT
JULY 21 AND 27, 1989, WASHINGTON, DC

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REAUTHORIZATION OF THE CARL D. PERKINS VOCATIONAL EDUCATION ACT

THURSDAY, JUNE 22, 1989

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES, OF THE
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, DC.

The subcommittee met, pursuant to notice, at 11:00 a.m., in room SD-430, Dirksen Senate Office Building, Senator Claiborne Pell (chairman of the subcommittee) presiding.

Present: Senators Pell, Simon, Mikulski, Kassebaum, Jeffords, Thurmond, and Cochran.

Senator PELL. The Subcommittee on Education, Arts and Humanities will come to order.

This marks the official start of our work to reauthorize the Carl D. Perkins Vocational Education Act. Over the next six weeks, we are going to hold six subcommittee hearings—three here in Washington, and field hearings in Rhode Island, Kansas and Vermont. In addition, Senator Cochran has already held a field hearing in Mississippi.

Mr. Secretary, we are particularly pleased to have you with us this morning. We look forward to the briefing you will give us on the Administration's reauthorization proposal. As you know, Senator Kassebaum and I have introduced the Administration's bill, and I want to assure you that we will give it very serious consideration.

I am also pleased that we will hear this morning from those who conducted the National Assessment of Vocational Education, and from the GAO. These studies will figure prominently in our reauthorization work, and I look forward to the testimony.

It seems to me that we should set several priorities in reauthorization. First, we ought to target the money so that it reaches first and foremost the economically disadvantaged, the poor, those who need Federal help the most and are the primary targets of such important programs as Chapter 1 and Pell Grants.

Second, we should stress linking secondary and postsecondary education, as Senator Cochran and I have done in our 2-plus-2 proposal.

Third, we should provide our vocational education students with the best academic preparation possible, and one that is certainly closely tied to their vocational training.

Fourth, we must make sure our vocational education programs are current, state-of-the-art programs. This is absolutely critical if we are to remain on the cutting edge of international competition.

And finally, we must realize that this program is vocational education and training. We do not simply prepare a person for a job, but rather for a lifetime in the course of which there will be many jobs.

We cannot therefore lose sight of the fact that education is the co-equal partner in this endeavor and that individually and collectively as a Nation, we suffer if the focus is only upon training.

We welcome you, Secretary Cavazos, here. Would you care to introduce your colleagues, Mr. Kolb and Dr. Wright, and proceed as you will.

STATEMENT OF HON. LAURO F. CAVAZOS, SECRETARY, U.S. DEPARTMENT OF EDUCATION, ACCOMPANIED BY CHARLES E.M. KOLB, DEPUTY UNDER SECRETARY FOR PLANNING, BUDGET AND EVALUATION, AND DR. KAY WRIGHT, ACTING ASSISTANT SECRETARY FOR VOCATIONAL AND ADULT EDUCATION

Secretary **Cavazos**. Thank you very much, Mr. Chairman.

I have submitted a longer statement for the record, if I may, sir, and I'd like to give an abbreviated report.

Senator **Pell**. Certainly. It will be inserted in full in the record.

Secretary **Cavazos**. Thank you, sir.

Mr. Chairman, I am pleased to be here today to testify on the reauthorization of the Carl D. Perkins Vocational Education Act. With me today are Dr. Kay Wright, the Department's Acting Assistant Secretary for Vocational and Adult Education, and Mr. Charles Kolb, our Deputy Under Secretary for Planning, Budget and Evaluation.

Mr. Chairman, the reauthorization of the Perkins Act is one of the most critical education issues facing the 101st Congress. The Department believes that this is an area of the highest priority because of the importance of vocational education to the rejuvenation of American education; to the educational aspirations of students from all economic backgrounds, and to the future competitiveness of American industry.

On a personal note, let me add that I am a strong supporter of vocational education programs and believe that we should do all we can to assist those programs.

Only ten days ago, I met with the National Association of State Directors of Vocational Education and told them what I will tell you: A vital, progressive vocational education sector is crucial to the future of our Nation.

Tomorrow's challenges will be even greater than today's. The pace of technology is rendering products, procedures and processes obsolete in a matter of a few years after their development. This means that skills must be constantly upgraded and refined. Vocational education offers the base to develop many of these skills, and that base must be stronger and more efficient than it has ever been before.

The Department submitted the "Vocational Education Excellence Act of 1989", our reauthorization proposal, to Congress on

April 10. I would like to thank you, Mr. Chairman, and Senator Kassebaum for introducing this bill as S. 1133, and I hope other members of the Senate will join as cosponsors, for I believe that this bill addresses the current and futures needs of vocational education.

Let me just take a few minutes to discuss our proposal.

The Vocational Education Excellence Act would maintain the current Federal role in vocational education, with its emphasis on educational equity and program improvement, but would make significant improvements to the Perkins Act to make it more likely that important Federal objectives are met. Accordingly, our bill would revise the current Act in the following major areas.

First, accountability for results. We believe that States should hold local programs accountable for program quality and student achievement. Toward this end, S. 1133 would require States to develop performance standards related to students' improvement in basic skills, their acquisition of occupational competencies, their success in the labor market, and any other areas that the States determine are appropriate. States would also be required to apply their performance standards in measuring the quality of the vocational training programs funded under the Perkins Act and in determining which programs receive continued funding. This requirement would be a major improvement over current law, which requires States to develop measures of program effectiveness, but gives little guidance on the kinds of measures States should develop or how, if at all, those measures should be applied.

A concern with program accountability also permeates other sections of S. 1133. The bill would restructure State planning requirements to link the State's assessments of program capabilities and its program objectives more closely to its decisions on activities to be undertaken with Federal funds. And at the Federal level, the Department would now be required to determine if State plans give reasonable promise of meeting the objectives of the Act before approving the expenditure of funds.

A second major theme of the bill is program simplification and flexibility. Current law includes multiple set-asides, "hold-harmless" requirements, and categorical authorizations. We believe that these constraints impede the ability of State and local administrators to fashion and support activities responsive to State and local needs. Quite simply, the mix of activities needing Federal support in one location will not always be the same as the activities appropriate for support in other communities.

For this reason, S. 1133 would eliminate most of the funding set-asides and categorical programs in current law, including the individual set-asides for "special needs" populations under Title II–A, the vocational education opportunities program.

The bill would retain the requirement that 57 percent of Basic Grant funds be allocated to programs and activities for these special populations. However, in place of the individual set-asides, we propose that each State, in its State plan, thoroughly assess the needs of each of the special population groups, determine the extent to which Federal funds should be used to serve each group, and ensure that funds are targeted according to the relative severity of need.

We believe that the needs of the special populations are more likely to be met through a thorough and open planning process than through the operation of rigid and inflexible set-asides.

Other changes made by this bill that will result in a more flexible but more effective, efficient program include: (1) elimination of the within-State allocation formulas for funds used to serve the handicapped and disadvantaged, since these formulas have resulted in the allocation of very small grants to most eligible recipients. S. 1133 would instead require each State to document in its plan how it will allocate funds to local recipients in a manner that will ensure that the individuals most in need are served; (2) elimination of the excess cost requirement, thus making it easier for poorer recipients to provide services to the handicapped and disadvantaged, and (3) elimination of the special formula grant programs under Title III. Under S. 1133, each State can use its Basic Grant funds to support any or all of the activities currently authorized under Title III.

A third major theme of S. 1133 is program improvement. The bill would consolidate the 26 activities currently authorized under Title II–B, the vocational education program improvement authority, into three broad activities: (1) professional development of teachers, counselors and administrators; (2) acquisition of instructional equipment and materials needed for program improvement or expansion, and (3) curriculum development, dissemination and field-testing—all activities closely linked to improvement of programs. This should ensure that Federal funds are used as intended for improvement, expansion and program innovation rather than maintenance of ongoing programs.

Further, the bill would replace the current Title IV, National Programs, which is a complex mix of mandated and other activities, with a simpler, more flexible authority for research, demonstrations, and data systems, and a simplified Bilingual Vocational Training program. This change would permit National Programs funds to be directed each year at the emerging needs and priorities; the structure of the current Title IV is clearly inadequate for this purpose.

A final major purpose of S. 1133 is to ensure that Perkins Act funds are directly linked to local and State economic development.

We propose requiring States to put into place a process to ensure that any funds expended by local recipients for occupationally specific training will be used only to train students for occupations in which job openings are projected and are not likely to be filled without the establishment or continuation of public vocational education programs.

This new requirement would ensure that the Perkins Act funds are not used for outmoded or duplicative programs. We also propose shifting from the State legislature to the Governor the authority to review the State plans to ensure that vocational education programs are coordinated with the overall economic, educational, and job training strategy of the State.

Finally, S. 1133 includes a number of provisions to facilitate closer coordination between vocational education and Job Training Partnership Act programs.

I have provided a more lengthy statement for the hearing record that includes a discussion of the Department's views on the House Bill, H.R. 7.

We look forward to working with the Senate committee on legislation that will avoid the problems we have identified in the House bill.

Again I thank you, Senator Kassebaum, for introducing our bill and for the willingness you and your staff have displayed to work with us in this important area.

My colleagues and I will be happy to answer your questions, sir.

[The prepared statement of Secretary Cavazos follows:]

PREPARED STATEMENT OF SECRETARY CAVAZOS

Mr. Chairman and Members of the Subcommittee:

I am pleased to be here today to testify on the reauthorization of the Carl D. Perkins Vocational Education Act. With me today are Dr. Kay Wright, the Department's Acting Assistant Secretary for Vocational and Adult Education, and Charles Kolb, our Deputy Under Secretary for Planning, Budget and Evaluation.

Mr. Chairman, the Perkins Act reauthorization is one of the critical education issues facing the 101st Congress. The Department believes that this is an area of the highest priority because of the importance of vocational education to the rejuvenation of American education; to the educational aspirations of the poor, the disabled, and other "at-risk" populations; and to the future competitiveness of American industry. On a personal note, let me add that I am a strong supporter of vocational education programs and believe we should do all we can to assist them.

Only ten days ago I met with the National Association of State Directors of Vocational Education and told them what I will tell you: a vital, progressive vocational education sector is crucial to the future of our Nation. Tomorrow's challenges will be even greater than today's. The pace of technology is rendering products, procedures, and processes obsolete in a matter of a few years after their development. This means that skills must be constantly upgraded and refined. Vocational education offers the base to develop many of these skills, and that base must be stronger and more efficient than it has ever been before.

The Department submitted the "Vocational Education Excellence Act of 1989," our reauthorization proposal, to Congress on April 10. I would like to thank you, Mr. Chairman, and Senator Kassebaum for introducing this bill as S. 1133, and I hope other members of the Senate will join as cosponsors, for I believe that this bill addresses the current and future needs of vocational education. Let me take a few minutes to discuss our proposal.

The Vocational Education Excellence Act would maintain the current Federal role in vocational education, with its emphasis on educational equity and program improvement, but would make significant improvements to the Perkins Act to make it more likely that important Federal objectives are met. Accordingly, our bill would revise the current Act in the following major areas.

First, accountability for results: We believe that States should hold local programs accountable for program quality and student achievement. Toward this end, S. 1133 would require States to develop performance standards related to students' improvement in basic skills, their acquisition of occupational competencies, their success in the labor market, and any other areas the States determine are appropriate. States would also be required to apply their performance standards in measuring the quality of vocational training programs funded under the Perkins Act and in determining which programs receive continued funding. This requirement would be a major improvement over current law, which requires States to develop measures of program effectiveness but gives little guidance on the kinds of measures States should develop or how—if at all—those measures are to be applied.

A concern with program accountability also permeates other sections of S. 1133. The bill would restructure State planning requirements to link the State's assessments of program capabilities and its program objectives more closely to its decisions on activities to be undertaken with Federal funds. And at the Federal level, the Department would now be required to determine if State plans give reasonable promise of meeting the objectives of the Act before approving the expenditure of funds.

A second major theme of the bill is *program simplification and flexibility.* Current law includes multiple set-asides, "hold-harmless" requirements, and categorical authorizations. We believe that these constraints impede the ability of State and local administrators to fashion and support activities responsive to State and local needs. Quite simply, the mix of activities needing Federal support in one location will not always be the same as the activities appropriate for support in other communities.

For this reason, S. 1133 would eliminate most of the funding set-asides and categorical programs in current law, including the individual set-asides for "special needs" populations under Title II-A, he vocational education opportunities program. The bill would retain the requirement that 57 percent of Basic Grant funds be allocated to programs and activities for these special populations. However, in place of the individual set-asides, we propose that each State, in its State plan, thoroughly assess the needs of each of the special population groups, determine the extent to which Federal funds should be used to serve each group, and ensure that funds are targeted according to the relative severity of needs. We believe that the needs of the special populations are more likely to be met through a thorough and open planning process than through the operation of rigid and inflexible set-asides.

Other changes made by the bill that will result in a more flexible, but also more effective, program include:

(1) Elimination of the within-State allocation formulas for funds used to serve the handicapped and disadvantaged, since these formulas have resulted in the allocation of very small grants to most eligible recipients. S. 1133 would instead require each State to document, in its plan, how it will allocate funds to local recipients in a manner that will ensure that individuals most in need are served.

(2) Elimination of the "excess cost" requirement, thus making it easier for poorer recipients to provide services to the handicapped and disadvantaged; and

(3) Elimination of the special formula grant programs under Title III. Under S. 1133, each State can use its Basic Grant funds to support any or all of the activities currently authorized under Title III.

A third major theme of S. 1133 is *program improvement.* The bill would consolidate the 26 activities currently authorized under Title II-B, the vocational education improvement authority, into three broad activities—(1) professional development of teachers, counselors, and administrators; (2) acquisition of instructional equipment and materials needed for program improvement or expansion, and (3) curriculum development, dissemination, and field-testing—all activities closely linked to improvement of programs. This should ensure that Federal funds are used, as intended, for improvement, expansion, and program innovation rather than maintenance of on-going programs.

Further, the bill would replace the current Title IV, National Programs, which is a complex mix of mandated and other activities, with a simpler, more flexible, authority for research, demonstrations, and data systems, and a simplified Bilingual Vocational Training program. This change would permit National Programs funds to be directed each year at emerging needs and priorities; the structure of the current Title IV is clearly inadequate for that purpose.

A final major purpose of S. 1133 is to ensure that Perkins Act funds are directly linked to local and State *economic development.* We propose requiring States to put into place a process to ensure that any funds expended by local recipients for occupationally specific training will be used only to train students for occupations in which job openings are projected and are not likely to be filled without the establishment or continuation of public vocational education programs. This new requirement would ensure that Perkins Act funds are not used for outmoded or duplicative programs. We propose shifting from the State legislature to the Governor the authority to review the State plans to ensure that vocational education programs are coordinated with the overall economic, educational, and job training strategy of the State. Finally, S. 1133 includes a number of provisions to facilitate closer coordination between vocational educational and Job Training Partnership Act programs.

Before concluding, I would like to say a little about H.R. 7, the reauthorization bill recently passed by the House of Representatives. H.R. 7 would make several important improvements to the current Perkins Act. Among other things, it would delete some of the special populations set-asides, strengthen the role of the Department in reviewing and approving State plans, and delete the "excess cost" requirements under the Basic Grant. Other features of H.R. 7, however, cause the Administration serious concern and prevent me from giving this bill our support. The most important of these features are:

(1) The performance standards required by the bill are not tied in any meaningful way to the operation of the basic State grant. As such, they would not be a significant vehicle for achieving greater program accountability and improvement;

(2) The bill would establish new within-State allocation formulas for all Basic Grant funds that go to local educational agencies and postsecondary institutions. These formulas would exacerbate the current problem of Federal funds being spread too thinly among eligible recipients and would not necessarily ensure that the most needy or worthy projects receive funding. In particular, implementation of the postsecondary formula could result in significant allocations being made to institutions that offer few, if any, vocational education programs;

(3) The bill does not go far enough in eliminating set-asides and unnecessary categorical programs, and, in fact, would create new categorical authorities under Titles III and IV;

(4) The bill would diminish the State leadership in managing and improving vocational education programs by reducing funds available for State-level research, technical assistance, program monitoring, and teacher training;

(5) The bill is insufficiently clear in identifying what program activities are authorized at the State and local levels. This lack of guidance poses a danger that funds will be used for business-as-usual programs or even for activities that have little connection to vocational education;

(6) The bill would add vague, but potentially very cumbersome, fiscal requirements, would greatly increase local application requirements, and would mandate very burdensome public planning and appeal procedures; and

(7) The bill would require the Department to conduct a "negotiated rulemaking" process, even though such a process was used, at great expense and to little benefit, for the recently issued Chapter 1 regulations. The Chapter 1 experience demonstrated that negotiated rulemaking is not an appropriate procedure for the grant programs we administer, and its implementation would severely delay the promulgation of necessary regulations under the law. Thus we strongly oppose inclusion of this mandate in the vocational educational reauthorization.

We also have serious concerns about other provisions of H.R. 7, including its authorization of extensive educational personnel development activities and its cumbersome requirements for vocational education data collection.

We look forward to working with the Committee on legislation that will avoid the problems we have identified with the House bill. Again, I thank you and Senator Kassebaum for introducing our bill, and for the willingness you and your staffs have displayed to work with us in this important area.

My colleagues and I will now be happy to take your questions.

Senator **Pell**. Thank you very much, Mr. Secretary.

We are very glad indeed to be working with you and cosponsoring the Administration bill, which we hope to improve as we go down the road.

I really have two basic questions. First, how does the Administration's proposal address the concerns raised by the GAO and the National Assessment that there is not enough targeting at those who most need the help, the poor—"economically disadvantaged" is the legislative.

Secretary **Cavazos**. Well, Mr. Chairman, I really believe that these concerns are addressed in our bill by giving the States the flexibility to deal with the issues at the local level. Rather than being very specific in terms of their targets and looking at it in terms of fixed percentages of the Basic Grant, the States can better target the areas that they want to address, those that need economic help, additional education, the disadvantaged, the handicapped. These are decisions that are going to vary from State to State, and we feel that by placing these decisions at the State level, and then going down through the district level, that those issues could be addressed.

Mr. Kolb, would you like to expand on that?

Mr. KOLB. Just a couple of things in addition to what the Secretary has said.

We agree that greater targeting is needed, and one of the concerns is that some of the existing structure in effect balkanizes, to use a term, some of the money. We want to provide flexibility for the States in our bill, basically, to meet targeted needs of exactly the groups that you are talking about, and we think it can be handled best by giving the States that opportunity.

Secretary CAVAZOS. Dr. Wright.

Dr. WRIGHT. I would add that we do intend to require the States to document, through the State planning process, how they will address the needs of the populations in the economically depressed areas.

Senator PELL. To follow up on that, consider my second question: Aren't you concerned that the States will vary widely on how much is spent on the secondary level as opposed to what is spent on the postsecondary and adult programs?

I believe I am correct in saying that in some States, 8 percent is spent at the postsecondary level; in others, as much as 100 percent of the Federal for vocational education funds are spent at the postsecondary level. Isn't that too great a variance? Do you think this is a problem that should be addressed?

Secretary CAVAZOS. I would propose, Mr. Chairman, as we state in our bill, that we pretty well leave that decision to the States to determine what is the appropriate mix and the level that they want to put out in these different areas. The diversity of our society and their needs, of course, can range, depending upon the State and the specific population and the issues. I would prefer going in that direction and trying to in essence do what we have been calling almost academic deregulation, in other words, giving an opportunity for the States to make those decisions and for us to step out of the way and let them delegate those funds as appropriate.

Now, we'll monitor funds allocations. We have to approve the State plan. Before we give them the money, we'll follow through with a very careful analysis to make sure that their plans are equitable. And you may find under certain circumstances, a lot of variation in how much States are going to spend in postsecondary education or in the other areas. But the States will have to justify that in their plans.

Senator PELL. Thank you.

I turn to the Ranking Minority Member, Senator Kassebaum.

Secretary Cavazos, welcome. I would just like to say I very much appreciated some of the things you said in your opening statement. I share your strong belief that vocational education is a very important program. In fact, I think that it is a "must" if we are to rise to the challenges of competition and productivity that this country will face in the next decade.

I think many of the things we are talking about today are very important in recognizing the changes that are taking place in the work force and the needs that are there.

Mr. Chairman, I would like to ask that my full statement be made a part of the record.

Senator PELL. Without objection.

[The prepared opening statement of Senator Kassebaum follows:]

PREPARED OPENING STATEMENT OF SENATOR KASSEBAUM

It is a pleasure to welcome Secretary Cavazos and other distinguished witnesses to this morning's hearing, as the Senate Education Subcommittee begins our deliberations on reauthorization of the Carl D. Perkins Vocational Education Act.

Although Federal funds account for only eight percent of overall spending for vocational education, this Federal presence is influential in assisting the development of quality programs and in making these programs available to all who might benefit from them. Strong vocational education programs are a must if we are to rise to the challenges of the future work place.

It is important that the Federal Government exercise leadership in assuring that vocational training meets the standards we need and expect. This subcommittee will be exploring ways in which to increase the accountability of vocational programs and to assure that students leave these programs with both strong job skills and a solid academic foundation. Jobs are changing rapidly, and it is essential that our workers have the ability to adapt to new technologies. The computer has revolutionized jobs from auto mechanics to secretarial work in just the past decade.

We will also be looking for ways to improve transitions both among institutions offering vocational training and between training programs and the work place. In addition, at a time when governments at all levels are facing tight budgets, we must seek better coordination among the various education and training programs we have in place.

In additional to renewing our commitment to quality programs, we must also consider how best to sustain our commitment to individuals who have often been overlooked or actively discouraged from receiving vocational training. Currently, 57 percent of Federal vocational education funds are earmarked to serve special populations. I believe that we need to give some serious attention to whether set-asides—particularly as they are currently structured—offer the best means for achieving these goals. In general, I have preferred more flexible approaches, and I am interested in exploring the options which may be available for increasing flexibility while preserving legitimate Federal goals.

We face an enormously important task, and I look forward to hearing the recommendations of today's witnesses regarding the development of a sound reauthorization bill.

Senator KASSEBAUM. In your testimony, you talked about monitoring State performance to assure accountability. How do you intend to do that, and do you anticipate that funding will be linked to the success of the mandate?

Secretary CAVAZOS. We really believe it can be linked if we work on each State proposals that is presented. First of all, we are going to have to have assurances that the programs that the States are putting in place are truly effective programs, that they offer guidance to the students and help them to move ahead. So therefore our proposal would require the States to develop these standards for the students in terms of their needs in crucial areas.

But at the same time, we would also demand that the States maintain basic skills competency and high standards for every student. That is a critical part as far as we are concerned.

The other point is that we can monitor in terms of what happens subsequently to that student in the labor market. In other words, if there is a good labor market out there, and those students are moving out there and being successful, they will establish a track record.

Senator KASSEBAUM. Will the Department of Education be involved in monitoring every school's program, or will just the State do that?

Secretary CAVAZOS. No. We are going to leave that up to the State to monitor those programs. We'll hold the State accountable for that, and we'll work through our Department with the different States to make sure they are meeting the performance standards that we have agreed upon.

I think certainly this Act spells it out in a little more detail in terms of how they arrive at their performance standards.

Kay, would you like to expand on that?

Dr. WRIGHT. That's correct. We are not intending to set forth any national performance standards, but would ask the States to develop their own performance standards which we would then review. They may decide to look at such things as job placement rates for the occupationally-specific programs. They may look at dropout rates and see if they are successful in retaining students. They may look at basic skills achievement levels.

But we would like for them to document the methods that they are going to use to determine whether or not the programs are effective. They will then, through the State plan process and through our evaluation process, provide us with the information on those criteria, and we will determine in conjunction with them how successful those programs are.

Senator KASSEBAUM. And then potentially you could reduce funding to the State if you feel that there is a certain level of standards that have not been upheld?

Dr. WRIGHT. I guess ultimately there might be a situation where the Department first has the authority to review and approve the plans, and then also has audit responsibilities.

Secretary CAVAZOS. There is another point, Senator, I think Mr. Kolb could clarify a little bit more for us.

Mr. KOLB. I think there is emerging consensus on the approach that we have taken. I would just note that the Office of Technology Assessment has presented findings in this area, which I think would corroborate the approach that we are taking.

They have looked at performance measures which focused on things like competency testing and job placement as two measures which you could look at to see whether you have successful programs. And OTA found that while neither one by itself would give you the type of indication you want in terms of assessing the program fully, when taken together with things like dropout rates that Kay mentioned, and college enrollment rates, you get a pretty good picture of the success of the program. So I think this is where we are coming from in terms of accountability aspect of this legislation.

Senator KASSEBAUM. When do you hope to have this in place?

Dr. WRIGHT. At this point, we're working with five States. Our staff has been visiting several States to see what measures they have in operation at this time and to determine some ways to develop performance standards. We are beginning the process through these in-State visits that have been taking place recently.

Senator KASSEBAUM. On another aspect, Secretary Cavazos, do you think we should strengthen the academic component of vocational education?

Secretary CAVAZOS. Very, very much so. I have stated many times; in fact early on in my Administration, I made it clear that I was a very, very strong supporter of vocational/technical education. I really believe in it. I think it is a program that we must support.

But in so doing, I always put that little caveat in there that we must have strong basic skills for all of our students, in addition to requiring the other things that we require of States in terms of tracking these students and their attainment. But if they have basic skills, these core academic skills, I really believe that that is the best thing that could happen to that student, and second, to this Nation. Let me explain why.

In addition to the changing world that they are moving into, students are going to change their careers a number of times. Most people ordinarily will change jobs four or five times, make major shifts in their jobs in a lifetime, maybe even more than five times. So what we need to do in a world that is changing as rapidly as this one is changing in terms of its technology is to provide outstanding basic skills so that that student can build on those basic skills and be able to be flexible and move ahead.

So as far as I am concerned, a vocational/technical program that does not have strong basic skill components is worthless. We must have basic skills development.

Senator **Kassebaum**. Do you feel one way to build on that is the 2-plus-2 concept?

Secretary **Cavazos**. Well, I think certainly the idea has merit, but I would rather look at it in a different way. That is to say that a State should determine if it wants to go in the direction of establishing 2-plus-2 programs. But I want to emphasize one thing. I prefer to look at it more as a 2-plus-2-plus-2 kind of program. By that, I mean the two years of the basic skills that we started out with, a strong, strong component of those first two years of high school; additional basic skills in the next block of 2 years, as well as getting into some aspects of vocational training, and then very precise articulation between the high school and the community college setting.

We don't want students to lose time at that step. So that requires the local areas to work very, very closely with their community colleges to make sure that they can do that.

I think that certainly anything that extends the education of the student into the higher ed level is worthy; we need to look at that proposal, but I really believe we need to think of it more as a total continuum from the time they start high school until the time they finish.

What I am trying to do is to get away—we used to have this old theory about tracking, and I think it is a dreadful, dreadful way to approach education. As you know, that was something that was in vogue many years ago, and thank heavens it has gone away. But what I am getting at is let's build flexibility into the program so that if students have a solid academic core, they are going to be going in the direction of the vocational education program, and they may decide they are going to go off to the university. So let's leave that in place.

Senator **Kassebaum**. Thank you, Mr. Secretary.

Secretary **Cavazos**. Thank you.

Senator **Pell**. Senator Mikulski.

Senator **Mikulski**. Thank you very much.

Mr. Secretary, we of course give you a very warm and enthusiastic welcome.

Every year I move around Maryland and go to all my counties and often meet with superintendents and school boards related to public education. Vocational education was one of the hottest topics that I heard about this year, one, because this legislation was up for reauthorization, and because they wanted to talk to me about it.

I'll tell you a couple of the points that they made, and then we'll go into some of the questions. First, they felt that the term, "vocational education", had a stigma around it—not an appropriate one, not a deserved one, but nevertheless one—and that somehow or another it was the perception that only low achievers take classes in vocational education or the program, and that is often a deterrent to recruitment.

In my work on this committee, I have contacted Senator Pell to consider whether we should change the Act to be called the "Carl D. Perkins Career Education Act", exactly for the reason that you were talking about. Mr. Secretary—our young people take programmatic courses, but within that framework over their working career, they will change careers. But we are talking about a career, and I don't want to sound like I am marketing a program, but its intent is to show that many of the vocational education programs are quite high-tech. Auto mechanics, for instance—my gosh, they charge me as much as Johns Hopkins intensive care when I go in, and they even greet me in a white lab coat and a stethoscope and let me hear, "ping, ping, ping". But you understand my meaning.

The other thing that we heard about is the need to upgrade equipment and facilities, not new buildings, but the need for modern equipment for modern challenges.

The other thing they talked about was that we should better coordinate between high school and posthigh school for the vocational education. Many of our vocational education young people then move into community college technical programs which, of course, are desperately needed. And they also talked about the need for better coordination between our legislation and the Job Training Partnership Act—all of which was to concentrate on the other half that might not be going to a four-year collegiate program.

I thought those were good goals, and of course, as we analyze and look at set-asides and the many excellent conversations we have already had, those were the things that came to my attention.

Therefore, then, this takes me to some questions that I have, and they are quite brief. One, I'd like to know how you feel about changing the name to "Career Education Act", and I would truly welcome your candor about that; and also, I would like your comments on how the Administration proposals provide for the acquisition of up-to-date equipment and facilities, or should we look also to other things, like tax credits for businesses that would adopt schools and so on.

Secretary **Cavazos**. Thank you very much, Senator.

Let me first of all respond to the terminology because that tends to give us the mind-set for many things. You notice that I used the term "vocational/technical" in my discussion earlier, and people can come up with all kinds of names. "Career Education Act" certainly is one that spells out where we are going.

Now, let me be very candid, as you have asked me to be, and point out that I consider vocational education a very laudable, important effort. Just going back to the root of the word itself, you know, it is a calling, and people make some decisions about where they want to go and the kinds of things they do.

As I have looked at it, somehow—and I can recognize people being critical of the system—but you know, we are also very, very critical of the higher educational system in the university; we are also very critical of the educational system in high school. So therefore, I would prefer to change and to upgrade the quality of the program itself so that whatever problem exists, whether perceived or unreal or real, can be removed from the public perception.

So I think that a tie to some terminology that would indicate the tremendous growth of technology is important. That is why I would say let's hang on to "vocational" but keep the "technical" piece of it. "Career Education Act" is certainly one that meets that aspect of it. And as you point out, there are many other things besides the technology in here.

So I would say that the important thing is if there is an image problem, we need to change it. And if we can change it in part by changing the name, I can certainly support that. I think, however, that I would like to stay with the vocational aspect of it.

The second question relating to——

Senator **Mikulski**. Equipment, particularly the acquisition of up-to-date and improved equipment, because they often say we give them money for buildings but it doesn't mean anything because there are not the adequate funds for equipment.

Secretary **Cavazos**. Actually, in our proposal, the Vocational Education Excellence Act, 57 percent of the funding is to serve the special populations, and the other 43 percent is reserved for program improvement. That provides for improvement of professional development, as well as purchasing special equipment, while allowing states to make the decisions they find appropriate for further development of the program itself. So, we do provide for additional funding for equipment in our request in the Excellence Act. It is in that other 43 percent, we again leave that kind of lumped together and let each State make the decisions about how it wants to spend that money.

I think the third piece is certainly the very important collaboration with the JTPA Act. I think it is vital that we continue to be involved in that area. Last year, we made 35 grants totalling over $9 million for business/technology partnerships. These projects cover a host of areas, most of them in high-technology. We see our participation in JTPA as very much the educational side. I think we represent 8 percent of that program. So we have been working very, very closely to coordinate our efforts. As a matter of fact, Senator, people in our Department, Health and Human Services and Labor have been working together on trying to improve coordination between the JTPA program and vocational education.

Kay, do you want to add to that?

Dr. **Wright**. Yes. I would add that we have been working closely with Labor to come up with some common definitions and to ease some of the language problems between the two acts. We are also working very closely with HHS in the development of the new JOBS Program. So we believe firmly that interagency coordination and cooperation is essential.

I think that is further indicated by our wish that the State Councils be merged, or that the Human Investment Councils be created to encourage better coordination at the State level of all of these programs.

Senator MIKULSKI. Well, you know, when we moved from CETA to JTPA, I was one of the real skeptics, and yet I have found that the PIC aspect, the Private Industry Councils, have perhaps been one of the most major reasons JTPA has been a far greater success than I had anticipated. It is because it is local—local need, local anticipation—and all communities now are looking to the future, not only to the immediate, and therefore it is specific, it is immediate, it is realizable in terms of the jobs, and I just think it would tie very much into the continuum that we need and that we are not just bogged down in remedial education. Retraining is not remedial. It is part of a continuum.

Secretary CAVAZOS. That is right.

Senator MIKULSKI. I think putting that together, particularly at the State level, with the Governor—because each State is different—my colleague from Rhode Island, my colleague from Kansas, Mississippi, we could go around the table—each one of our States have a different set of needs, and even within my own State, we have regional strategies as well as county-by-county plans, and all that ties in with the PIC and so on. So I think that is an excellent aspect of the program.

Mr. Chairman, I know my other colleagues are waiting.

Thank you very much for your comments, Mr. Secretary.

Secretary CAVAZOS. Thank you very much, Senator.

Senator PELL. Thank you very much.

Senator Cochran.

Senator COCHRAN. Mr. Chairman, I will yield to the Senator from Vermont. I think he did come in before I did.

Senator JEFFORDS. Well, thank you. I'll be here to listen to you, too. I appreciate that.

I really want to echo some of the comments of the gentlewoman from Maryland. I am deeply concerned about the stigma problem and how we can handle that. It has come home to me in my own vocational education center in my city of Rutland, which is on the verge of closing for lack of students who are willing to come because it is looked at as some sort of secondary type of education. Questions such as, "how can we upgrade the school," and "is the program relevant to jobs that are available," etc., always arise. So I think that is a real problem that we have, and whether a name change will help or not—but I have also been working with the Senator in the higher education field on relevant equipment and technology.

But there is another area that I would like to talk about and that is the teachers, and how we will be able to provide the teachers that are necessary to provide these skills that are needed. I wonder if you have any response to that, if that is a critical national problem, and how, if at all, this bill works toward trying to solve that problem.

Secretary **Cavazos**. Well, certainly, that is a very, very critical need. First let me just touch on the first part of your comment that dealt with the perception. If we take strong leadership at the Federal level and then passed this role on to the States and they in turn passed this on to the other populations, that is where the importance of this lies. And if we get business involved—it is really the business community that is demanding high-quality people prepared to deal with the changing technology. So I think we are seeing a forcing of the issue.

When we start talking about quality—and I just touched on the issue of business—we are all aware that last year, U.S. businesses spent close to $25 billion in remedial education. Now, that was not just in vocational/technical education area; it was remedial basic education. So we have some perception problems as well as some real problems with the entire educational system that we are trying to address. Therefore, I am not one to abandon vocational/technical education. I believe we need to strengthen it and upgrade it.

Now, specifically, in the area of teachers, obviously vocational education teachers are as vital as those teachers who are teaching in our elementary and secondary or higher educational systems. In our proposal, we have the creation of a new discretionary authority to support model problems that will help us educate teachers who are going into this area.

One priority is retraining teachers. Obviously, we have a changing technology, and we need to train teachers as the field shifts around—where we've got shortages.

A second priority is very similar to another proposal we've made in terms of teachers in general, and this is alternative certification. We keep talking about alternative certification for teachers, and we tend to kind of focus on elementary and secondary teachers. But here, in alternative certification programs of the kind we are thinking of for vocational education, we could train people who come from business and industry—they may not have teaching credentials in the traditional sense, but we will prepare them to move into these complex areas and help teach there. So that would be a second proposal.

I think that the third one that we will be working on is creating systems by which we can exchange personnel between vocational education systems and the business community. In fact, when I talk to the business people I say, why don't you give your people a sabbatical to come and teach in our school systems, and to the people in the school systems I say, you need to go and work in the business setting for a while; you will be a better teacher. We want to encourage that. And we are going to do the obvious, the summer institutes, and moving ahead with retraining vocational educators so that they will stay current in their field.

These are some of the strategies we have in mind, and I am so pleased that you have asked that specific question because, like anything else, the teacher is key to the success of this program.

Senator **Jeffords**. We are trying to work now with business. In fact, just by good fortune, the CEO from IBM happened to start in

Rutland, Vermont as a typewriter salesman. So I have contacted him to try and work with some kind of coordination and cooperation with businesses to try and solve these problems.

Are there any kinds of incentives or things we can use with this bill or otherwise to try and pull businesses into a local vocational education center to try and do some of the things you are talking about?

Secretary **CAVAZOS**. Well, I think first of all, cooperation and coordination with businesses needs to start at the Federal level. As you know, we are working with the business councils now, nationally, to encourage those kinds of activities.

But second, I really do believe that through our State Councils, both the Vocational Council and the JTPA Councils as well, we can permit a greater integration or articulation of those activities.

And we have seen, Senator, time after time, thousands of examples throughout the Nation of businesses becoming involved in the educational system. We don't record all of those, but I wish we could get it across to this Nation that there are a lot of great businesses out there that are vitally concerned about it, and they are doing exactly the kind of thing you are talking about, and no one has been pushing them; they are pushing themselves, for a variety of reasons.

Senator **JEFFORDS**. Thank you, Mr. Chairman.

Senator **PELL**. Thank you very much.

Senator Cochran.

Senator **COCHRAN**. Mr. Chairman, thank you very much.

I really am happy that we are beginning our hearings on vocational education with the Secretary and with an opportunity to review a House-passed bill and an Administration proposal. There are other specific suggestions that have been made in legislation that we have introduced here in the Senate. I know the Chairman pointed out that the Tech Prep Education Act is one that he and I have joined with others to introduce because we think there are some specific improvements that can be made in our approach to vocational education.

I wonder in that connection—and I know you have already made comments about the 2-plus-2 type programs—whether or not we should change the approach we have in our bill from one that provides funds directly to local education agencies and community colleges to a program where the funds go directly to the States and then are allocated among agencies for use in those States.

What is your reaction to that?

Secretary **CAVAZOS**. I would be very positive about that, because I still come back to the idea that as far as I am concerned, the State really ought to be making a lot of those decisions. And we can support that through a formula system for those States, in other words, depending upon the age cohort, age groups, and the level of poverty and the different kinds of things we can develop, and get those funds out there for those States to make those decisions.

The problem with doing it locally, going directly to the local level, the district or the community college itself is that the total coordination that we are looking for statewide and nationwide would be blurred somewhat. So I would prefer that funding of that kind would move through the State.

Senator **Cochran**. One other related question. I know that H.R. 7, the House bill, eliminates State Councils on Vocational Education and establishes State Human Investment Councils. I am curious about what your reaction to this is. In your opinion, have the present State Councils carried out their responsibilities under the current law? Are they doing a good job?

Secretary **Cavazos**. Actually, I must say the State Councils have been very, very active. We have a lot of different kinds of State Councils out there, but those dealing with vocational education have been doing a good job, and I think they are doing a credible job in helping us out.

However, in the legislative proposal that was just submitted by the Administration on JTPA, the proposal there is to establish a single State Council known as the State Human Resource Investment Council, which will oversee not only the vocational/technical programs of the Perkins Act, but also the JTPA. They are to advise the Governor on the development and implementation of State and local standards and their program plans.

We feel that that kind of merger permits closer coordination—rather than having two different councils here, let's have one that can do a more complete job for us and perhaps coordinate a little better. I think we have had too much splintering of these activities.

Senator **Cochran**. Well, there is a question of accountability, and I know in the Educational Excellence Act, one of the centerpieces of it is to try to establish a greater degree of accountability.

Secretary **Cavazos**. Yes, sir.

Senator **Cochran**. And that, of course, I think, applies to vocational education, too. How will your bill seek to improve accountability in vocational education?

Secretary **Cavazos**. I think that there are a variety of ways we can bring that about. Certainly, first of all, we are giving a little more guidance in terms of how to develop State programs. In other words, if we let the States develop their plans and we hold them accountable for that part, and we do it State-by-State, I think this results in a better program overall to develop those standards that are critical for students. I feel that the current Act does not give that kind of guidance. And I think the proposed standards for determining the critical areas of basic skills and labor market outlets will improve the quality of program.

Now, we have had some experience on this because we were successful in 1987–1988 in convincing the Congress to tighten accountability in the Chapter 1 programs. This concept would be extended in the same way to the Vocational Education Act, where such programs have really been highly successful, and I really believe that we can do a better job if we start putting a little more pressure on the States for accountability. So the policy statements by the National Association of State Directors of Vocational Education and the Council of Chief State School Officers indicate their desire for us to put more accountability into the Act and to really get down some precise standard and outcome expectations.

Senator **Cochran**. One thing we did in recent years was to develop a welfare reform bill that brings hope to a lot of people who have been locked into a situation of poverty with no real expectation of improving their lives. Now we have written into the law some requirements for training, for improving skills so that those who have been beneficiaries of welfare programs can have a better chance of participating in the economic life of our country.

In this vocational education reauthorization, do you make a recommendation that we try to integrate better the vocational education programs that we have into other Federal programs that are related or similar, such as the Family Support Act, adult education, literacy programs, and the like?

Secretary **Cavazos**. Well, I am very, very pleased to say that there would be a great deal of progress that I hope would come about in coordinating these programs. We are already starting to see it very clearly here in Washington, because our people are working with Labor and with Health and Human Services to make sure that we have good coordination.

We are also coordinating with the JOBS Program and the Family Support Act as well. We feel that the steps we are taking to coordinate the vocational education programs with the adult programs at both the Federal and the State levels will eventually start paying off for us. We are giving it that kind of leadership at our level, and that is going right through the entire system.

So a series of regional meetings have already been held throughout the Nation between the State vocational and the adult education officials to better acquaint the different groups on the requirements, the outcomes, the expectations, the specifics of the new law, and I really feel that the kind of spirit of cooperation is really coming across. I have been very enthusiastic about that.

We need to look at these programs as totalities, not just as separate entities. And I have urged, certainly with my colleagues on the Cabinet level, that we all come to an agreement to work together, because that is the only way we are really going to get our dollars spent appropriately.

Senator **Cochran**. Mr. Chairman, I appreciate very much your allocating me this time for these questions, and I compliment the Secretary on his leadership in helping us identify ways to improve these programs.

I would like to have my introductory statement be made a part of the record at the appropriate point.

Senator **Pell**. Without objection.

Senator **Cochran**. Thank you.

[The prepared statement of Senator Cochran follows:]

Prepared statement of Senator Cochran

Mr. Chairman, I want to welcome our witnesses to the Subcommittee's first hearing on the reauthorization of vocational education. I think we are all anxious to get our substantive work underway here in the Senate. Our House colleagues' reauthorization has generated a lot of comments; the Department of Education has its legislative initiatives, both of which deserve our attention. I do think, however, that we, in this committee, should carefully study these proposals and certainly those of the vocational education community in order to draft our own reauthorization bill. Certainly the input we gain from these witnesses today will assist us in our efforts.

I'm happy to see the Secretary this morning. Mr. Secretary, I look forward to hearing your testimony and to working with you as we move along in the reauthorization process.

In February, as Senator Pell pointed out, he and I introduced S. 439, the Tech-Prep Education Act, a bill designed to provide Federal assistance to local educational agencies and community colleges in developing four year technical preparation education programs during the last two years of high school and the first two years of higher education. Curriculum would emphasize math, science, and technology. In my State of Mississippi, a similar program, Diversified Technology, has already been put to use. Students and teachers have told me that such a program actually contributes to a decrease in the drop out rate. Many students see Diversified Technology as another alternative. The program also has the support of the business community.

H.R. 7 does incorporate the Tech-Prep concept, and it is my hope, Mr. Chairman, that our subcommittee can receive suggestions as to how we may improve the program and then add it to our legislative package on vocational education.

Vocational Education has a vital role in this nation's educational system. I think Congress must strengthen its commitment through this reauthorization and through the appropriations process as well. Again, I thank all of you for being here today, and I look forward to hearing your suggestions.

Senator PELL. The record will be kept open for two weeks for any supplemental questions that members may have.

The Chair would recognize the Senator from Illinois, Mr. Simon, at this time.

Senator SIMON. Thank you, Mr. Chairman.

I would simply like to insert a statement in the record.

Senator PELL. Without objection.

[The prepared statement of Senator Simon follows:]

PREPARED STATEMENT OF SENATOR SIMON

Mr. Chairman, I want to join my colleagues in welcoming the Secretary of Education, Larry Cavazos, along with his distinguished group of expert witnesses. I appreciate their taking the time to testify today on the important issue of vocational education.

Vocational education has an increasingly important role to play in increasing this nation's trained workforce and determining this nation's future economic competitiveness.

Rapid technological change is altering the workplace as we know it. During the next decade, employment in professional positions will increase by 5.2 million, while operative and labor positions will increase by 1.3 million. Our economy will need skilled persons to fill this growing number of positions.

There are 36 million working age Americans with disabilities, most of whom are not included in today's workforce. Two-thirds of this group are currently unemployed, though most are not counted in unemployment statistics. For Black Americans with disabilities the numbers are worse; 83 percent are unemployed. As we look to fill the jobs of the future, these Americans will represent an important pool of potential workers. But the reality is that almost 50 percent of young Americans with disabilities in school today are dropping out—without the training and skills to fill the jobs that should be waiting for them. A year after leaving school, this group of disadvantaged young people has an unemployment rate of 50 percent. We are clearly not doing all we should to meet their needs—and the nation's needs.

Mr. Chairman, another pool of workers is found among displaced homemakers. There are 11.5 million displaced homemakers in the United States who are trying to re-enter or enter the paid laborforce, but who lack the training and skills necessary to obtain jobs that will sustain them and their families. Of the 11.5 million displaced homemakers, 66 percent are unemployed and of the 29.5 percent who are employed, 24.4 percent are employed part-time.

And, there is a vast population of disadvantaged youth who do not have access to quality training or education. This population will make up a significant proportion of the future workforce, yet workers between the ages of 20-24 suffer extraordinarily high unemployment rates: 6.8 percent for whites, 11 percent for Hispanics, and 20.3 percent for Blacks in 1988. The figures for unemployment are even higher for teenagers; 15.8 percent for all teens and 32.4 percent for Black teens. Overall, there are more than 10 million Americans on our unemployment roles, with every 1 percent of unemployment costing between $25 and $35 billion dollars a year. We cannot afford to let this trend continue.

As Chairman of the Subcommittee on Employment and Productivity, I have looked carefully at the education and training needs of the American worker and at the workforce our country will need in the future. All the evidence suggests that students are not being educated for the nation's future labor needs, nor are current workers well matched, by education and training, to many emerging technical and managerial positions that are a part of our current economical growth.

Mr. Chairman, vocational education is a step towards solving the problems of unemployment and the future workforce needs of our country. It is essential that during reauthorization of the Cari Perkins Vocational Education Act we recognize the strengths and weaknesses of the current program and target our limited Federal dollars in the most effective manner.

I have always been and will continue to be a strong supporter of vocational education. I am interested in making sure that handicapped and disadvantaged populations continue to receive improved services. I will be studying the various bills before the Senate on vocational education to determine how this might best be accomplished.

One problem in evaluating current vocational education programs is the lack of available data about programs and the population these programs serve. With the varied information we have received about programs, we still do not know what happens to participants once they leave the vocational education program. We know placement rates, but placement rates do not tell us whether or not a student becomes an economically self-sufficient member of our society.

I feel strongly that Federal support of vocational education is important, but we do need to know how we can most effectively spend those dollars. In order to do this, we need to enforce a requirement for the systematic collection of data on vocational education programs and the populations these programs serve. This data is needed to enhance vocational education program effectiveness at both the State and Federal level and to aid in the future reauthorization process.

I have been receiving information from the Illinois Counsel on Vocational Education, the Illinois State Board of Education, and various vocational educators in Illinois and am taking a careful look at their recommendations as the Senate moves on these vocational education bills.

We have the opportunity to be proactive in stemming our nation's future workforce problems, as well as solving some current ones, through programs such as vocational education. I look forward to working with my colleagues and those in the vocational education field on this important issue.

Senator SIMON. I am sorry I was not here for the testimony; we had a markup in another committee.

I want to join Senator Cochran in commending Secretary Cavazos. I have been impressed by his genuineness and his desire to do what needs to be done for the cause of education in this country.

I would add that I have some concerns with what has happened in this area over on the House side. I am a strong supporter of vocational education. I don't think we should back off in any way in our willingness to meet the problems of those who are disabled in our society. The unemployment rates there are staggering, and if you compound—for example, among blacks who have disabilities who are employable, the unemployment rate is about 82 percent. It is just incredible.

So I hope that the product that we can come up with will be a sound one, and I look forward to working with my colleagues on the subcommittee as well as with the Secretary on this.

I thank you, Mr. Chairman.

Senator PELL. Thank you very much, Senator Simon.

Senator Thurmond.

Senator THURMOND. Thank you very much, Mr. Chairman.

Mr. Chairman, I would like to commend you for holding this first in a series of three hearings on the reauthorization of the Carl D. Perkins Vocational Education Act. Since its enactment into law in 1984, when it replaced the Vocational Education Act of 1963, the Perkins Act has proven to be an important vehicle for Federal involvement in the area of vocational education in our Nation.

I am a strong supporter of vocational education. As the Governor of South Carolina, I worked to establish the Area Trade School system, which was the forerunner of the comprehensive vocational and technical education network that is doing such fine work in my State today.

Mr. Chairman, vocational education has a vital role to play in preparing our citizens for the emerging technologies of the 21st Century. Through these hearings, this subcommittee will have the opportunity to explore to what extent the Federal Government should be involved in this successful partnership with State and local authorities.

Secretary Cavazos, I am pleased to welcome you to this hearing, and am confident that the members of the subcommittee will benefit from your testimony. We appreciate the good work you are doing in your Department.

Also, I would like to take this opportunity, Mr. Chairman, because I am going to have to leave in a few minutes, to recognize Dr. Moody Oswald. Dr. Oswald, would you stand up, please?

Thank you very much. Dr. Oswald is the Director of the Office of Vocational Education of the South Carolina Department of Education. Dr. Oswald is a very capable and dedicated professional, who has helped to lead the vocational education system in South Carolina to be one of the finest systems in the United States.

Dr. Oswald will provide testimony in regard to the impact of the Perkins Act on vocational education in South Carolina.

Mr. Chairman, although my schedule will not permit me to remain for the entire hearing, I will review with interest the testimony that is presented today and again congratulate you on holding these hearings.

Thank you, Mr. Chairman.

Senator **Pell**. I thank the most senior Senator in the United States Senate for being with us.

Without objection, I will have inserted in the record at this time the correspondence between Senator Mikulski and myself concerning the possible change of the name of the act under discussion.

[Correspondence follows:]

BARA A. MIKULSKI
MARYLAND

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June 19, 1989

Honorable Claiborne Pell
Chairman Subcommittee on
Education, Arts, and Humanities
United States Senate
Washington, D.C. 20510

Dear Senator Pell:

I am writing to suggest that the vocational education program name be changed to: the Carl D. Perkins Career Education Act.

I strongly feel that this name change will dispell the perception that only "low-achievers" take these classes in high school. At the same time, the program's focus on providing up-to-date and marketable high-technology skills training will be emphasized.

Not every high-school graduate, either by choice or by necessity, will go on to a four-year college in the fall. By using the more understandable term, "career education" we will go a long way to highlight the more positive aspects of alternative public education programs.

Sincerely,

Barbara A. Mikulski

Barbara A. Mikulski
United States Senate

BAM:krc

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United States Senate
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HUMAN RESOURCES
WASHINGTON, DC 20510-6300

June 21, 1989

The Honorable Barbara A. Mikulski
United States Senator
320 Hart Senate Office Building
Washington, D.C. 20510

Dear Barbara:

Thank you very much for the suggestion to rename the Perkins Vocational Education Act the Carl D. Perkins Career Education Act.

As you know, we are just beginning our reauthorization work in this area, but I want to assure you that your proposal will most definitely be given very serious consideration when we begin to put a bill together. I agree with your observation that we must do something to erase the wrongful negative impression that is too frequently attached to vocational education and training, and I want to work with you to change that situation not only in the title but wherever possible throughout the provisions of the legislation.

With warmest regards,

Ever sincerely,

Claiborne Pell
Chairman
Subcommittee on Education,
Arts and Humanities

Senator **Pell**. I thank you, Mr. Secretary, for honoring us with your company, coming up here and giving us the benefit of your advice. We look forward to working with you.

You are now excused, and we will go to the first panel.

Secretary **Cavazos**. Thank you very much, Mr. Chairman. I really appreciate the opportunity to present these views. If there is additional information or questions you might have, I will be pleased to provide it in writing.

Senator **Pell**. Thank you very much indeed.

We welcome the first panel: Mr. John Wirt, Mr. William Gainer and Dr. Joyce Winterton.

I think all witnesses have been notified that we ask that their statements be limited to five minutes. We are under some pressure with roll call votes going on and other commitments, so we Senators will do our very best, asking the witnesses, as I say, to limit themselves to five minutes.

We'll start out with Mr. John Wirt, Director of the National Assessment of Vocational Education, Department of Education.

Mr. **Wirt**.

STATEMENT OF JOHN WIRT, DIRECTOR, NATIONAL ASSESSMENT OF VOCATIONAL EDUCATION, U.S. DEPARTMENT OF EDUCATION, WASHINGTON, DC

Mr. **Wirt**. Thank you very much, Mr. Chairman.

My name is John Wirt, and I am Director of the National Assessment of Vocational Education. Seated behind me are David Goodwin, Lana Maraskin, Rob Meyer and Dorothy Schuller of the NAVE staff.

For the past two and a half years, NAVE has studied the implementation of the Perkins Act and the status of secondary and postsecondary vocational education. We conclude that the Act's basic goals are sound, but that the legislation is a weak instrument for achieving those goals.

At the secondary level, the Federal legislation needs to foster a process of major improvement at the school level in the quality and content of vocational programs. One reason that current legislation is not doing this is the tiny amount of Federal funds reaching individual schools. Three-quarters of Perkins Grants are for less than $25,000, and they go to districts.

The second major problem we found is that the quality of vocational programs is significantly worse in schools with the highest rates of poor- and low-achieving students compared to the most advantaged schools. An effort to improve the quality of secondary vocational education comparable to the broad movement to improve the quality of academic education in this country is needed.

Two critical areas for reform are expanding the amount of applied academic learning in vocational classrooms and restructuring the occupational skills taught to prepare students better for a wide range of jobs in an occupational field rather than just one job.

Our recommended plan has five parts. First, local improvement grants. Seventy percent of the basic grant at the secondary level should be sharply targeted on schools with the highest concentrations of students from poor families to undertake major improvements in their vocational programs of the kinds I have indicated. The minimum grant size per school should be $100,000 for more than 500 students.

Local demonstration grants. Ten percent of the basic grants should be awarded for pilot projects that would be evaluated to systematically build knowledge of effective practices in vocational education that does not now exist.

State reform plans. Twenty percent of the Basic Grants should be used by States to initiate major reforms in their systems of vocational education and develop performance indicators to stimulate that reform. We are suggesting a program of experimental State assistance grants that would be in addition to the Basic Grant for experimenting in selected States with alternative ways of linking these performance indicators with Federal and other resources in order to produce real improvement in vocational education programs. That is our recommendation at the secondary level.

At the postsecondary level, NAVE finds that vocational education has become the primary mission of virtually all less than baccalaureate institutions. All students at vocational/technical schools and proprietary schools and three-quarters of all community college students declare themselves to be vocational majors. Therefore Federal policy should be central to the educational mission of these institutions. Currently, it is not.

Unlike at the secondary level, gaining occupational skills that enable students to get and keep good jobs is widely agreed to be the main purpose of postsecondary vocational education. The main problem we find is that too few students stay in school long enough, and even fewer stay long enough to earn a certificate or associate's degree.

More than one-half of all vocational students in postsecondary institutions earn less than 24 credits. This duration of enrollment is not sufficient for students to acquire the depth of occupational skills that they need to get a significantly better job than they would have had without any training.

After controlling for differences in student characteristics, those with substantial credits in their vocational fields are more likely than those with few credits to be employed, to get a job using their training, and to earn higher wages.

Our recommended plan for postsecondary vocational education has four parts. First, performance indicators. In the first two years of the new legislation, States should develop indicators of the performance of their postsecondary institutions that would measure outcomes in three areas.

Second, performance funding. In the next two years, States should develop formulas for distributing funds from the Perkins Act according to the performance of institutions as measured by the indicators developed and in the second year, actually distribute those funds.

Third, special populations. The Federal policy should specifically require that the performance funding developed by the States provide substantial additional weight, perhaps as much as 50 percent, for the outcomes with respect to special populations, including disadvantaged students, handicapped students, and single parents or displaced homemakers.

Fourth, the lead agency. We think that the Governor should select the agency to develop the performance-based system. This plan to implement performance funding is a bold shift away from the current Federal policy of specifying the services that students shall be provided toward a focus on improving the quality of programs and outcomes for students. Student aid and other Federal policies enhance access, especially for disadvantaged students, by providing $4 billion in loans and grants to postsecondary vocational students. Together with State funding practices, there are strong incentives for institutions to expand enrollments, but weak incentives to improve outcomes for students. The policy we have recommended is intended to provide such incentives.

Thank you very much, Mr. Chairman.

Senator PELL. Thank you very much.

[The prepared statement of Mr. Wirt follows:]

PREPARED STATEMENT OF JOHN G. WIRT

NATIONAL ASSESSMENT OF VOCATIONAL EDUCATION

This testimony before the Senate Subcommittee on Education, Arts, and Humanities summarizes the main findings and recommendations of the National Assessment of Vocational Education, mandated in Section 403 of the Carl D. Perkins Act of 1984. Copies of the full final report from the National Assessment can be obtained by writing to the Department of Education, 400 Maryland Avenue, S.W., Washington, D.C. 20202.

The National Assessment of Vocational Education (NAVE) has studied the implementation of the Carl D. Perkins Act of 1984 and the status of vocational education at the secondary and postsecondary levels. We conclude that the basic goals of increasing the access of special populations to high-quality vocational education and improving the overall quality of programs are sound, but that the legislation is a weak instrument for achieving these goals. We recommend some fundamental changes in policy at the secondary and postsecondary education levels in order to better achieve the goals.

IMPLEMENTATION OF THE PERKINS ACT

The current legislation relies on six set-asides, and a number of different targeting provisions and fiscal requirements, to direct 57 percent of Basic Grant resources to students with special needs. These six groups are disadvantaged students, handicapped students, adults, single parents and homemakers, persons in nontraditional training for their sex, and incarcerated individuals. The other 43 percent of federal funds is spent on program improvement. The implementation studies conducted by NAVE provide detailed information on how the Perkins Act funds have been used by states and localities and served to accomplish its goals. The data presented are generally for fiscal year 1986-87.

How Have States Allocated Perkins Act Funds?

Overall, about 40 percent of Perkins Act funds are spent at the postsecondary level; but the rates at which states allocated Perkins Act funds among secondary and postsecondary sectors varied greatly, from 8 to 100 percent. In addition, separate area vocational school districts appeared to receive a disproportionate share of the federal funds that flowed to secondary education. Area vocational school districts and postsecondary institutions received larger grants than regular school districts on a per-pupil basis.

NAVE finds some evidence that Basic Grant funds overall are targeted at the secondary level to school districts with higher rates of poverty. But the amount of targeting has not increased as a result of the introduction of the interstate formula or other provisions in the Perkins Act. There is no evidence of comparable targeting at the postsecondary level or among area vocational centers.

Most school districts received awards that were too small to mount new initiatives of any size. Half of all school districts received $7,910 or less, and three-quarters of the districts received $25,000 or less. Such resources are insufficient to pay for even one full-time teaching position. By contrast, separate area vocational school districts and postsecondary institutions received median grants exceeding $90,000.

How Have Local Recipients Targeted and Used Perkins Act Set-Aside Funds?

For the *disadvantaged set-aside* alone, NAVE found that school districts with the highest poverty rates had a greater likelihood of receiving an award, and their per-student disadvantaged (and handicapped) set-aside awards were larger than those in other districts. Within districts, however, case studies were unable to uncover any systematic means for funds distribution or service provision based on student or programmatic characteristics. Many districts did not know how many students were eligible for services, and some did not know how many were actually served. The only systematic distribution mechanism we uncovered through the case studies was a tendency to locate services in facilities other than comprehensive high schools--such as area vocational facilities, vocational high schools, and alternative schools.

Districts that received funds under the *disadvantaged set-aside* were more likely than those without funds to indicate that they provided vocational assessments to academically disadvantaged students. Districts with set-aside funds were no more likely than districts without such funds to provide academic remediation, summer jobs, alternative schools, and curriculum modification. Student assessments may do little, however, to determine or upgrade the vocational programs in which secondary students enroll.

Services under the *handicapped set-aside* go to students with IEPs at the secondary level and to students with cognitive or physical impairments at the postsecondary level. Perkins Act resources under the handicapped set-aside are used primarily to help pay for the instructional costs of vocational education for students with handicaps (e.g., extra aides in classrooms) in both mainstreamed and separate settings, and to provide assessments and other forms of guidance. Instructional spending was divided between mainstreamed and separate classes at rates of about 1.5 to 1 in school districts and 2 to 1 in area vocational districts.

Sex equity grants are small and spread among a substantial number of activities. At the secondary level, common uses included in-service education, student recruitment, and counseling. Postsecondary institutions exhibited spending patterns similar to those of area vocational schools. Case studies revealed a substantial share of resources are spent for student recruitment, workshops, seminars, counseling and, at the postsecondary level, a small amount for direct economic assistance. Few of the activities supported under the set-aside appear to be ones that districts and institutions would have undertaken on their own, particularly at the secondary level.

At the secondary level, most funds under the *single-parent and homemaker set-aside* appear to have flowed to a small number of school districts and a larger number of area vocational districts. From the case studies it appears that most of these funds were used in programs for teenage parents, particularly for counseling. Only a subset of districts used funds for instructional services. School districts receiving funds had lower poverty rates than districts without funds.

At the postsecondary level, grants are about the same size as in area vocational school districts. From case studies we have learned that, in a number of the community college sites, the funds support a portion of the costs of centers for displaced homemakers. Services were similar across sites and included recruitment, counseling, courses, or group sessions aimed at building assertiveness and self-esteem, referral to child care and other social services, referral for student aid, referral to training and, in a small number of sites, instructional services or direct financial support.

It appears that the *adult and corrections set-asides* pay for general operating support of educational offerings. Few states have established priorities for the funds. The set-aside for adults helps support vocational programs in school districts (including area vocational schools) and postsecondary institutions. In the case studies, community colleges were more likely to identify a specific use of adult set-aside funds, but overall, few specific purposes were identified.

How Have Local Recipients Used Program Improvement Funds?

Slightly over one half of *program improvement funds* traced to the local level were spent by postsecondary institutions. A little over a quarter of school districts and about half of area vocational school districts and postsecondary institutions spent funds. Median expenditures in separate area vocational districts were 2.5 times, and postsecondary institutions 5.1 times, the size of those in school districts.

At both secondary and postsecondary levels, most program improvement funds were used to purchase equipment. Equipment purchases described in the case studies appeared to be about equally divided between computers (and related software and printers) and technical equipment for specific vocational programs. School districts were more likely to purchase computers, with area vocational schools and postsecondary institutions somewhat more likely to purchase technical equipment. In the few states that forbade these use of the funds for equipment, funds were used for a wide range of activities including adoption of the Principles of Technology curriculum, support of student organizations, and in-service training. Few program improvement funds were spent for programs or services for special populations.

How Do States Use Federal Funds for Statewide Projects?

A small share of set-aside funds and a substantial share of program improvement funds were retained for statewide activities. Most statewide projects involve assistance to secondary vocational education. In states in which case studies were conducted, the amounts of program improvement funds retained ranged from less than 10 to 40 percent.

In the nine state where case studies were conducted, funds retained at the state level were most commonly used for curriculum development. Other uses included establishing and maintaining regional resource centers for vocational education and staff development (in-service and preservice education). A few states used federal resources to develop curricula and stimulate change aimed at general vocational skills or at curriculum and model program development for vocational-academic integration. All states visited in the case studies belonged to interstate consortia supported with federal funds.

What Are NAVE's Major Conclusions About the Perkins Act?

We conclude that, in its current form, the Perkins Act is a weak mechanism for achieving its goals. One reason is that little has been done in the regulatory or implementation process to convert the goals and provisions of the legislation into effective guidelines for states and localities. Little additional direction has been forthcoming from federal or state levels on the targeting of federal funds for supplementary services to disadvantaged and handicapped students, nor has technical assistance been provided on effective practices for serving these populations.

More effective means of supporting both program improvement and the targeting of funds on poor students are needed. Federal resources under the set-asides and program improvement sections of the Act are frequently used for activities that local recipients are likely to have undertaken anyway and on largely noninstructional support services for individual students, rather than on the general upgrading and improvement of programs. The reasons for this include the small size of grants and the regulatory processes required to implement the supplementary services, excess costs, and matching provisions of the set-asides. The lack of an effective nonsupplanting requirement and the small size of grants have turned the documentation of compliance with the set-asides into an accounting exercise in which federal funds are attributed to high-cost activities that would have been supported anyway.

There is some targeting of federal funds to districts with the highest poverty rates, but the intrastate formula introduced in the Perkins Act has failed to increase the resources flowing to those districts--in part because the definitions are loose (such as educationally and economically disadvantaged students) and in part because the formula accounts for only a third of the Basic Grant funds. No conclusions can be drawn about the targeting of funds to separate area vocational facilities or postsecondary vocational education.

The introduction of multiple set-asides into the federal legislation has contributed to the fragmentation of federal resources at the state and local levels. State practices of creating separate priorities and competitions within the set-asides and imposing additional rules beyond federal criteria add to the fragmentation.

For these reasons, the excess cost and matching provisions, the intrastate formula, and the set-asides in the Perkins Act should be eliminated.

SECONDARY VOCATIONAL EDUCATION

Status of Secondary Vocational Education

Who Participates in Secondary Vocational Education?

A striking characteristic of secondary vocational education is that participation in it is nearly universal. As expected, students who plan to complete their education at the end of high school (work-bound students) are the largest consumers of vocational education. Surprisingly, however, college-bound students take substantial amounts of vocational education--not just general introductory vocational education and consumer and homemaking education, but occupationally specific vocational education. In fact, in 1982 students planning to attend postsecondary vocational institutions or college accounted for nearly three-quarters of all vocational classes taken by high school graduates. They are 82 percent of all students. For 1982 graduates:

- Students planning to work after high school took an average of 6.06 credits of vocational education during high school. Students who aspired to attend a postsecondary vocational-technical institution averaged 5.81 credits; students planning to attend some college averaged 4.55 credits, and students who planned to graduate from college averaged 3.17 credits.
- Work-bound students comprised 18.2 percent of all high school students, and they accounted for 25.2 percent of all vocational classes. Students planning to attend postsecondary vocational-technical institutions or college (including two-year public colleges) accounted for 26.5 percent and 47.9 percent of all vocational classes, respectively.

- Vocational enrollments exceeded enrollments in all other subject areas, including English, the largest academic subject (4.21 credits versus 4.02 credits).

These findings have important implications. To the extent that the educational needs of students differ--with work-bound students generally more immediately in need of job skills than other students--secondary vocational education could currently be offering a curriculum that does not reflect the varied needs of different groups of students. The secondary vocational curriculum may need to be broadened for the many students enrolled who plan to obtain further education, or who have not committed themselves to an occupational field, through placing greater emphasis on transferrable skills. On the other hand, extensive generalization of the secondary curriculum could jeopardize its value for work-bound (and other) students seeking immediate skills needed to get good jobs. A major challenge is adapting the secondary school vocational curriculum to provide a sound balance of curriculum offerings, with the right mix of job-specific and transferrable occupational skills in different courses and areas of the curriculum for students with different plans.

A second challenge, invited by the large amount of vocational education taken by both work-bound students and students planning further education is, what responsibility should vocational education accept for contributing to the academic education of students?

These two challenges are underscored by change in the enrollments of students in academic and vocational subjects over the past 14 years. Two major trends stand out: a steady increase in total credits earned by students from 1975 to 1987, and a shift from growth in the average amount of vocational education taken through 1982 to growth since 1982 in mathematics, science, and foreign language courses.

- The total credits of courses (academic, vocational, and personal/other) taken by students increased steadily from 20.86 credits in the period 1975 to 1978 to 22.84 total credits in 1987, with the largest increase of 1.23 credits between 1982 and 1987.

- The average amount of vocational education taken by students generally increased up to 1982. Since then, average enrollments in vocational education have leveled off or slightly declined.

- Since the early 1980s, the major increase in courses taken is in academic subjects, with most of the increase occurring in mathematics, science, and foreign languages--and among students who receive "mostly A's, B's, or C's."

- At the same time, the share of occupationally specific course work in the vocational curriculum has steadily increased from 57 percent of all courses in 1975 through 1978 to 65 percent in 1987, and the amount of general and consumer and home-making education has declined.

What is the Access of Special Populations to High-Quality Secondary Vocational Education?

High priority concerns of federal policy in vocational education have been the participation of special populations of students in vocational education, and particularly the quality of the programs in which they are enrolled.

Transcript analyses performed by NAVE provide some new answers to questions of the participation of special populations in secondary vocational education. Academically disadvantaged students and students with handicaps clearly take more vocational education than do academically advantaged and nonhandicapped students. For students with handicaps, the vocational education they take is also highly likely to be "mainstreamed" (81.7 percent)--that is, the classes are conducted in regular as opposed to self-contained classrooms. In comparison, only 59.6 percent of the academic coursework of handicapped students is in regular classrooms.

Problems of participation in high-quality vocational education are serious for female handicapped and educationally disadvantaged students. Approximately half of all the vocational credits earned by handicapped and disadvantaged females are in low-level service occupation courses or consumer and home-making economics. Otherwise, handicapped and disadvantaged students take the same proportion of occupationally specific vocational education as other students; the same or more credits, on average, of courses in area vocational schools; and about the same amount of cooperative and other forms of work-based education, which has been found helpful to students in gaining employment after leaving school.

Major differences exist in the quality of vocational education, as measured by the breadth and depth of courses offered, between schools with high and low concentrations of educationally and economically disadvantaged students. As a result, students who take the most vocational education have the most limited range of offerings from which to choose.

- Forty percent fewer schools with the highest rates of poverty and low academic achievement offer access to an area vocational facility than schools with the lowest rates.
- Schools with the largest percentage of disadvantaged enrollments offer students 40 percent fewer vocational courses in a third as many occupational program areas, with half as many advanced courses than schools with the smallest percentage of disadvantaged enrollments.
- Students in schools with the highest rates of poverty and low achievement average 6.03 credits of vocational education and 12.06 credits of academic subjects compared to 3.26 credits of vocational education and 16.26 credits of academic subjects for students in the most advantaged schools.

These findings indicate the existence of "school effects" on the quality of vocational education that, in addition to individual-level effects, demonstrate a need for targeting federal resources on the improvement of programs in schools with large numbers of poor and low achieving students.

Secondary Vocational Eduction and Job Specific Skills

One of the major issues confronting secondary vocational education is the extent to which it should emphasize job specific training as opposed to broad occupational training or even training that is of a very general (or transferable) nature. The case for job specific training depends in large part on the performance of secondary vocational education in placing students in training-related jobs. The National Assessment has conducted a thorough analysis of this issue.

Our analysis is based on a new performance indicator, the "skilled jobs course utilization rate," which measures the share of all specific occupational vocational courses employed in training-related jobs that require more than minimal skills. This indicator provides a more complete and accurate assessment of the labor market than other indicators, such as the training-related placement rate. This measure should be considered as a standard performance indicator in vocational education.

The findings reported below are based on graduates of the high school class of 1982, who did not enroll in postsecondary education. All estimates pertain to the fall of 1983, approximately 16 months after the students completed their schooling.

We estimate that, for both women and men, about 35 percent of all occupationally specific vocational courses were used in training-related, skilled jobs. Although it would be unrealistic (and even undesirable) to expect rates of course utilization to approach 100 percent, this estimate is low enough to call into question the efficacy of occupationally specific training for many students at the secondary level. However, it may be possible to restructure secondary vocational education so that it serves different groups of students more effectively in different ways.

Several factors account for the under-utilization of occupationally specific vocational training. Two of the most important ones are "voluntary nonplacements" and "frictional nonplacements." The former includes students who choose to work in occupations unrelated to their vocational training. The latter includes students who accept work in non-training-related occupations because they are unable to find available training-related jobs. These results lead us to the following conclusions.

First, some students appear to enroll in occupationally specific job training even though they lack a strong commitment to an occupational area. This does not, in our view, reflect negatively on occupationally specific training. Rather, it suggests that secondary education may need to provide attractive, high-quality alternatives to occupationally specific training and "straight academics," to meet the needs of those students not ready to commit to an occupational specialty or to enroll in a standard college preparatory program. The curriculum alternatives we envision could provide broad occupational training and integrated academic and vocational instruction, a topic that is discussed below.

Second, the apparent difficulty of matching vocationally trained students with training related jobs suggests that all occupationally specific vocational programs need to provide aggressive job placement assistance for their students. More generally, occupationally specific programs need to be structured so that they are in tune with the needs of employers. This task will be made much easier if the range of vocational offerings is expanded, as suggested above, to include broad as well as specific occupational training. The existence of vocational courses with different, but clearly stated objectives, should permit occupationally specific courses to concentrate on their mission of providing students with advanced occupational competencies and placing these students in skilled, training-related jobs.

A final factor that accounts for the under-utilization of occupationally specific courses is the large incidence of low skilled jobs among youth aged 18 through 22. As of fall 1983, we estimate that 36 percent of the jobs held by female graduates of the class of 1982 were in low skilled occupations. For men, the corresponding number is 21 percent. This situation can undoubtably be traced to many sources including high job turnover among youth, slack macro-economic demand, and weak academic and occupational competencies among some youth. Secondary education may be able contribute to an expansion of high skilled jobs for youth by ensuring that students are well prepared academically and vocationally and by developing better links with employers, particularly those employers that employ, and further train, skilled workers.

What Is the Contribution of Vocational Education to Mathematics Learning?

Since the mid-1980s, the academic reform movement has focused attention on improving the educational performance of students. Although vocational education constitutes 18 percent of the high school curriculum, its actual and potential contribution to improved student learning is unknown. The applied or "hands on" approach to learning that is characteristic of vocational education could be effective in teaching academic skills to certain groups of students who find traditional math, English, and other core subjects too abstract.

An examination of math scores during the 11th and 12th grades for a nationally representative sample of students from the high school class of 1982 revealed that vocational courses in applied mathematics (e.g., business math, vocational math) and vocational courses that included substantial math content (e.g., electronics, drafting, accounting, agricultural science), were associated with significant gains in math learning. Math-related science courses, such as chemistry and physics, also made a large contribution to gains in math proficiency. These results support the general notion that significant gains can occur in applied settings where courses are heavily enriched with math content.

These results are particularly important for youth who are not college bound. Such youth experienced significant math gains in a variety of applied course settings in vocational education and science. For these youth, applied approaches could be of particular value. Moreover, youth not bound for college tend to take very little traditional math, particularly during their last two years of high school. They take a large amount of vocational education, however, about two-and-a-half times more vocational education than math.

Although math-enriched vocational courses result in math gains, most vocational courses provide no math growth. Our research indicates no gain in math skills from traditional vocational courses that are not math-related. Since most vocational education (about 80 percent) was not math-related as of 1982, if vocational education is to play a larger role in boosting the math proficiency of students, much of the current vocational curriculum would need to be substantially revised and upgraded. The findings that applied courses and some vocational education are already contributing to mathematics achievement are promising. NAVE research has documented efforts in a number of schools to realize this potential.

Policy Recommendations for Secondary Vocational Education

We find major needs for improving secondary vocational education and promising opportunities for proceeding. The results of our analyses lead us to propose six major objectives for federal policy on secondary vocational education. The intent of the policy would be to stimulate a level of reform in vocational education comparable in scope to the academic reform movement.

> *Revise and rebuild the high school vocational curriculum* to upgrade skill levels and provide different students with the mix of occupationally specific and transferable skills they need to get good jobs or to pursue further training and education at the postsecondary level.

Integrate high school academic and vocational curricula so that: (a) students come to vocational programs well equipped with fundamental academic skills and (b) vocational courses provide an applied context based on broad and specific job training that reinforces and enhances academic skills and motivates students to excel in both academic and vocational courses.

Accelerate the education of at-risk students by providing them with the extra assistance they need to succeed in demanding and highly rewarding vocational courses.

Expand efforts to place students in good jobs that make full use of their vocational and academic training.

Act to improve the linkages between secondary and postsecondary training so that the training is highly complementary for the large group of students who obtain training at both levels.

Raise the quality of vocational programs in schools with high concentrations of poor and low achieving students.

To accomplish these objectives, NAVE recommends a policy of concentrating federal resources at the local level on the schoolwide improvement of vocational programs in schools with high concentrations of students at risk. At the state level, the emphasis would be on encouraging the reform of vocational education and its integration with academic education, and on increasing the capacity of states to implement improvement goals and allocate resources, based on indicators of the performance of vocational institutions and programs. The policy has six components:

Performance Indicators. Each state would develop performance indicators to measure the success of vocational education for different populations of students and to achieve reform. The indicators would include information on (1) academic achievement, (2) vocational attainment and occupational skill, (3) employment outcomes, and (4) the continuity of student progress between the secondary and postsecondary levels. States would first report on student performance within two years of reauthorization.

State Reform Plans. To create a climate of reform at the state level, states would develop and submit to the federal government state reform plans for accomplishing the six objectives for reform. The plans would be treated as a contract for performance rather than compliance documents. The reform plans would focus on the entire system of secondary vocational education in a state, not just federally supported programs. States would emphasize the improvements they need, such as upgrading their vocational teacher education and certification programs, the expansion of job opportunities for youth and placement activities, or linking secondary and postsecondary education.

Local Improvement Grants. Seventy percent of the Basic Grant would be competitively awarded among schools with high concentrations of disadvantaged students for upgrading their vocational programs. The grants would be for a limited number of years. They would be at least $50,000 per year for small schools and $100,000 a year for large schools. The grants would provide support for local schools to: (1) align and integrate academic and vocational education; (2) increase the placement of students in jobs that use the skills acquired in high school; (3) increase the continuity in training between secondary and postsecondary institutions; (4) ensure that at-risk students, including students likely to drop out, handicapped students, limited-English-proficient students, teenage parents, and women enrolled in nontraditional programs obtain the assistance necessary to enroll and succeed in upgraded programs; and (5) design and collect performance data intended to measure the success of the local improvement effort. Eligibility to compete for Local Improvement Grants should be limited to schools with the largest concentrations of disadvantaged students. The competitions would include 50 percent more schools than funds are available to support.

Program Demonstration Grants. Ten percent of the federal Basic Grant would be competitively awarded among all the schools in a state to conduct demonstrations and rigorously evaluate innovative approaches to vocational education. The program would expand the base of knowledge about effective practices in vocational education. Schools receiving an award would focus on developing an effective program for accomplishing one of the six reform objectives rather than the overall upgrading of programs. A portion of the sites would be nominated by the states for federal evaluation conducted on a joint federal-state basis.

Experimental State Assistance Grants (A $50 million separate authorization in the National Programs title). The last component of the secondary program would test alternative ways of linking performance and improvement through allocating resources on the basis of information from indicators. The 10 percent of states that make the most progress in developing indicators would receive allotments of funds to award grants of assistance to local schools according to the results of these indicators. States would be encouraged to experiment with a variety of approaches. Some states might widely issue performance reports. Others might incorporate performance information into existing state performance standards. Some might provide grants of assistance to low performing schools, schools showing the most improvement, or schools performing the best against their peers. The state experience with linking resources to indicator information would be valuable in the next cycle of reauthorization for the federal legislation.

States would receive 20 percent of the Basic Grant at the secondary level to develop performance indicators and implement reform plans.

In addition, a strong nonsupplanting provision should be included in the legislation and implemented.

POSTSECONDARY VOCATIONAL EDUCATION

Status of Postsecondary Vocational Education

Who Enrolls in Postsecondary Vocational Education?

Postsecondary vocational education is a growing enterprise that is central to the educational mission of less-than-baccalaureate institutions. There are a total of 4.3 million "vocational" students at community colleges, two-year technical colleges, public vocational technical schools, and proprietary schools. Three-fourths of all students at these institutions major in vocational subjects, and over the past two decades the percentage of postsecondary students enrolled in vocational education has grown substantially.

- Community colleges are the major providers of postsecondary vocational education, accounting for 62 percent of all credits earned.
- Compared to four-year institutions, two-year postsecondary vocational programs are much more likely to attract a cross-section of students of different ages, races, socioeconomic backgrounds, and levels of ability.
- The largest increase in rates of college attendance in the past decade has been among high school students who majored in vocational education.

At What Rates Do Students Complete Programs?

The major problem facing postsecondary vocational education is that many students do not stay in school long enough to receive in-depth training. Low rates of program completion and a limited number of courses taken are common for all types of students regardless of race, gender, economic status, or ability. The problem is most serious, however, among minorities, economically disadvantaged students, and the growing number of high school "vocational students" who pursue postsecondary training. Minorities and disadvantaged students average substantially fewer credits and leave postsecondary institutions without earning a degree or certificate more frequently than do other students.

- Only 19 percent of high school graduates who enter community colleges shortly after leaving high school complete an associate's degree or certificate within four years of completing high school.
- One-third of all postsecondary "vocational" students take less than 12 credits in vocational subjects and 50 percent of vocational students earn less than 24 vocational credits. Typically, 30 total credits of academic and vocational subjects are required for a certificate and 60 credits are needed for an associate's degree.
- Problems of noncompletion and limited training are significantly worse for minorities and disadvantaged students at all types of less-than-baccalaureate institutions. At community colleges, black students earn 30 percent fewer credits than white students and fail to earn a degree or certificate at a rate 20 percent higher than white students.

What Are the Outcomes for Students?

For students who accumulate substantial amounts of vocational credits or complete programs, postsecondary vocational education pays off in economic benefits. Students who obtain degrees or certificates, or who otherwise take a substantial amount of vocational training in their major field are more likely to be employed and more likely to get a job in their field of training than students who take small amounts of vocational training. Students who take more training and are employed in their field also earn higher wages than students who take less training or are not employed in the field in which they were trained. These results are for students 5.5 years after graduation from high school.

- Overall, about 58 percent of the postsecondary vocational course work that students took was later related to the jobs they obtained.

- Students who complete 30 credits in their major area were 28 percent less likely to be unemployed than students who completed 1 to 12 credits and 14 percent more likely to get a job related to their training.

- Students with 30 vocational credits that match their job earn an average of $7.52 per hour compared to $6.59 per hour for students with 12 job-matched credits.

- These economic benefits are largest for vocational courses taken in a student's major field or subject area. Vocational credits taken outside the students' major field are not used and contribute little to earnings.

These findings strongly indicate the importance of helping students to chose fields of study, construct sequences of courses in those fields, complete those courses and programs, and find jobs in related fields.

How Is Postsecondary Vocational Education Financed?

Federal and state policies of financial support to postsecondary vocational education together accomplish two major objectives. One is that both federal and state policies support access to postsecondary vocational education--federal policy through student aid and loan programs, and state policy through the direct state support of public two-year colleges and other vocational-technical institutions. The second is that overall federal policy has a particular effect of supporting access to the private sector in postsecondary vocational education (mostly proprietary schools), whereas state and local policy primarily support access to public sector institutions. This support allows institutions to keep tuition low. Perkins Act funding is small relative to both of these other sources.

- The Perkins Act provides about $320 million in grants directly to public sector institutions--community colleges, technical colleges, and vocational-technical institutes.

- NAVE estimates that two-year public colleges obtain 65 percent of their total revenues from state and local government.

- Federal student grant and loan programs provide $4 billion to postsecondary vocational students. Of this aid, $2.8 billion, or 71 percent of the total, is received by the 14 percent of postsecondary vocational students who attend proprietary schools. A total of $853 million in federal student aid is awarded to the 83 percent of postsecondary vocational students who are enrolled in community and technical colleges. A total of 81 percent of proprietary school students receive federal aid compared to 20 percent of the students at public two-year colleges and 42 percent of the students at public vocational schools.

- Federal student aid overall is distributed proportionately to family income and the cost of attending different types of institutions. This federal investment in access of lower income students through student aid substantially exceeds that which is possible through the Perkins Act.

- The major forms of financial support for vocational training are student aid and state and local appropriations, both of which provide powerful incentives for institutions to maintain and increase enrollments. However, neither provides strong or direct incentives for institutions to address the problems of limited course-taking, low completions, and labor market job placements unrelated to a students' training.

Policy Recommendations for Postsecondary Vocational Education

In considering the role of federal policy in postsecondary vocational education, it is important to emphasize that although funds from the Perkins Act are limited, other federal programs constitute a substantial investment to improve access to postsecondary training, especially for disadvantaged students. However, public policy offers few incentives for institutions to improve student outcomes. Our research has identified noncompletions and limited course taking as a serious problem for all groups of students, but particularly for special population groups, for whom the outcomes are least favorable. Improving student outcomes, especially for disadvantaged students, is the main problem that federal vocational education policy should therefore address.

To address the problem, federal policy in postsecondary vocational education should focus on three major goals:

Improve rates of program completion and placement in training-related jobs.

Provide special assistance to at-risk populations for whom the problem of noncompletion is most serious.

Improve the transition from secondary to postsecondary vocational education in a way that results in more coherent and in-depth training for students.

To achieve these goals, NAVE recommends using the limited federal resources provided to postsecondary vocational education through the Perkins Act to support the development by states of indicators to measure the performance of institutions and, within four years of reauthorization, distributing funds to institutions according to their performance in producing positive results for students. Extra incentives would be created to improve outcomes for students at risk--disadvantaged students, handicapped students, single parents, and female students enrolled in nontraditional programs.

Performance Indicators. States would develop indicators of the performance of postsecondary institutions. These indicators would measure the performance of postsecondary vocational institutions in a state in three main areas:

- Labor Market Outcomes, including the rates at which students are placed in jobs, whether the placements are "training related," the duration of employment and unemployment, and the level of earnings at entry and times thereafter.

- Learning Outcomes, including the rates at which students attain state certification (in fields with certification), demonstrate occupational competencies, and score on tests of academic knowledge.

- Educational Attainments, including the rates at which students earn degrees and certificates, take courses in a sequence, and enroll in more advanced level courses because of a tech-prep or other similar program.

Performance Funding. States would distribute funds from the Perkins Act according to the performance of institutions as measured by the indicators developed. Institutions with excellent performance would receive higher rewards. Because improved performance could increase enrollment and retention of students, which in turn is the major determinant of institutional revenue, performance incentives would broadly encourage institutions to use their own resources beyond federal funding to improve programs and outcomes for students.

Serving Special Populations Effectively. The fairness of any performance-based system requires that performance ratings not penalize those institutions that enroll at-risk students or are in economic areas where employment opportunities are limited. To insure this, federal policy would require that the performance systems developed by states: (a) adjust for major factors, particularly student characteristics and labor market conditions that affect student performance but are outside the control of vocational educators; (b) reward both institutional improvement and "value-added" (increases in student learning from entry to exit); and (c) provide substantial additional weight, perhaps as much as 50 percent, in funding formulas for the performance of students in special population categories.

Two Phases. Performance funding would be phased in over four years. In the first two years, states would develop performance indicators; in the next two years, they would develop formulas for performance funding. In the fourth year, federal funds would be allocated on the basis of performance.

Lead Agency. The governor would designate the lead agency responsible for developing and administering state performance systems. The governor would also provide a broad view of the relationship between vocational programs and other state job-training and economic development needs. The lead agency could spend 20 percent of the Basic Grant funds available for postsecondary education for the development of performance indicators and funding formulas.

FEDERAL ROLE

The federal policies proposed above, imply a strengthened federal role in the reform of vocational education. The policies would require changing certain provisions of the current legislation.

Federal Leadership in Educational Reform

The federal office must work with the states to foster school-level improvement, serve special populations, develop performance indicators, and bring vocational education into the broader movement of reform in education. The federal office would:

- Work with top-level state leaders to broaden public support for the reform and improvement of vocational education.
- Create a National Panel on Vocational Education Indicators, and with its advice, recommend priorities for indicator development by the states.
- Provide technical assistance to the states on indicator development.
- Work with the states to identify, demonstrate, and evaluate promising policies and programs, and conduct national evaluations.

Broadening public support for the reform and improvement of vocational education is important for accomplishing the goals of the proposed policies for secondary and postsecondary vocational education. As in the case of academic reform, the success of vocational reform will rest, ultimately, with the states and localities that set goals and carry out programs.

Vocational Education Indicators

The performance indicators to be developed by the states are intended to encourage reform. The information derived from the indicators is intended to create incentives for reform by provoking questions from vocational education officials, legislators, governors, teachers, employers, and others about what vocational education is accomplishing and what it should accomplish. The information will also assist state officials in setting goals and direction for the improvement of vocational education. A critical role for the federal official will be to provide guidance to the states on priorities for the development of indicators and expert technical assistance in doing so.

Evaluation

The systematic development of knowledge about effective practices in vocational education is an important way to magnify the impact of limited federal dollars. The evaluation effort would focus on the development of proven practices in the areas of reform outlined above for secondary vocational education and postsecondary education. Promising local sites from the Local Demonstration Grants program should be selected for evaluation through a joint federal/state process. The evaluations would be conducted by the federal government through third-party contractors.

Senator **Pell.** We now come to Mr. William Gainer, Director of Employment and Education Issues, GAO, who is accompanied by Mr. Fred Yohey.

STATEMENT OF WILLIAM J. GAINER, DIRECTOR OF EMPLOYMENT AND EDUCATION ISSUES, U.S. GENERAL ACCOUNTING OFFICE, WASHINGTON, DC, ACCOMPANIED BY FRED E. YOHEY AND THOMAS P. HUBBS

Mr. **Gainer.** Thank you, Mr. Chairman.

We, too, have a more extensive statement, but I am going to concentrate on the four points that you see on the board up here and try and get through them briefly, but in enough detail so that it may prompt some questions.

First of all, we saw in our travels around the country a wide variety of programs that seemed to be doing a very good job. We think that the Perkins Act has in fact provided greater access to the disadvantaged and the handicapped and other targeted groups, and the Perkins Act has as well provided improved programs. But as Mr. Wirt said, I believe the amounts of money that are allocated to many districts are very small, and it is unlikely that you will see much impact from such small grants.

We also found that even given the size of the program and the size of the grants that are going out there, a lot of the money was in a variety of ways mistargeted under the current rules of the program.

This chart, which shows the amount of program improvement funds going to EDAs, or economically distressed areas, in the country, illustrates the first way in which the program tends to be targeted in ways which we think are other than what was intended by the law.

If you look at California, for example, California does a pretty good job of designating EDAs. Most of the disadvantaged students do in fact reside within EDAs, so that if you look at the student counts, it seems to make sense. But when you look at the amount of funds that go to EDAs, you find that a smaller percentage of funds go there. It is 51 percent, which is the requirement, but on a per capita basis, it means that a smaller percentage of funds goes to a student in an EDA than it does in a nonEDA.

As you can see, we found that to be true for three of the six States that we looked at.

Another item is the way in which EDAs are designated. That is shown in the next chart here. EDAs are to be designated in a particular way under the law so that the funds under Perkins which are targeted to those EDAs go to areas which have either high unemployment or high incidence of AFDC or high incidence of poverty. However, the States are left great latitude in the way that they designate these EDAs, and I have one example for you here.

Tioga County is a relatively low-income country in the northern-central part of Pennsylvania. It has a median family income of just over $15,000, as compared to Montgomery County, which is the richest county in the State of Pennsylvania—also one of the largest in Pennsylvania—it has a median income there of roughly $26,000 per year. But when you look at what happens to the allocation per capita for vocational education students in those counties, you get kind of an inversion.

The reason is that Tioga County is not an EDA, whereas the richest county in the State is an EDA. That happens because they take the counts of disadvantaged individuals in the county rather than the incidence. So that if you look at the middle bar chart there, in Montgomery County you have a little more than 5 percent low-income households, but in Tioga, which is a much less affluent area, you have nearly 20 percent low-income households. It seems to us that is unlikely what was anticipated under the law.

If we go to the next chart, we analyze what happens because of the current sub-State allocation formula for the disadvantaged the handicapped. Those formula in this case, particularly for the disadvantaged, include first of all 50 percent of the money allocated on the basis of low-income students, and in the second case, 50 percent of the money allocated on the number of economically or academically disadvantaged students.

What that means is that in a place like San Ramon, California, which has a very high median income, they are able to count nearly 600 students against their allocation formula although they only have 12 low-income students counted for the first part of their formula. What happens is that you get a per capita distribution, when you look at just the money on the basis of low-income student, of nearly 2,000 in San Ramon as opposed to $71 per such student in Oakland.

The final chart that I'd like to show you has to do with the number of allocations that are returned. If you note the various States here, you'll see that for small allocations—and this is the point I made earlier—for small allocations, they probably don't have much impact, and in most cases, they are returned. You have a very high incidence in some States of these returns, whereas with the larger grants, that doesn't happen.

The one point I want to make sure you note here is that in Maryland, where most of the counties are EDAs, what happens is that when the money is reallocated after it is sent back from the local level, you actually have that money being reallocated primarily to nonEDAs rather than to the EDAs that refuse the money in the first place.

Those are the points I wanted to make, and we'd be happy to answer any questions.

Senator PELL. Thank you for your very significant testimony.

[The prepared statement of Mr. Gainer follows:]

PREPARED STATEMENT OF WILLIAM J. GAINER

SUMMARY OF GAO TESTIMONY BY WILLIAM J. GAINER ON VOCATIONAL EDUCATION: OPPORTUNITY TO PREPARE FOR THE FUTURE

GAO's testimony before the Senate Subcommittee on Education, Arts, and the Humanities focused on its May 1989 report (GAO/HRD-89-55) on the Carl D. Perkins Vocational Education Act. The act's primary objectives are to (1) provide quality vocational education to underserved groups (such as the disadvantaged and the handicapped) and (2) encourage program improvement and modernization.

While GAO believes that Perkins Act funds, by and large, are being used appropriately to meet these objectives, a number of potential problems were identified regarding program targeting to underserved students in economically depressed areas (EDAs) and the adequacy of program data. GAO's review was conducted in Arkansas, California, Kansas, Maryland, New Jersey, and Pennsylvania.

LESS PROGRAM IMPROVEMENT SPENDING IN EDAs. In the future, a larger portion of the workforce is expected to be composed of women, minorities, and immigrants--the latter two being groups who along with the poor tend to be concentrated more in EDAs than in wealthier areas. However, economically depressed areas in Arkansas, California, and Pennsylvania received less Perkins program improvement funding per vocational education student than other local areas in those states.

ALLOCATION MECHANISMS CAN DIRECT FUNDING TO MORE AFFLUENT SCHOOL DISTRICTS. GAO identified certain aspects of program allocation mechanisms which tend to direct funding to more affluent areas and away from poor communities. Specifically, (1) relatively wealthy areas are sometimes designated as "economically depressed" for Perkins funding purposes and are therefore provided greater funding for each vocational education student than vocational education students in communities with much lower incomes and higher poverty rates; (2) the disadvantaged population allocation formula shifts funds from poor to more affluent communities because it includes students who are academically disadvantaged, but not economically disadvantaged; (3) reallocations of disadvantaged and handicapped population funds returned to states by poor communities can be reallocated to wealthier areas within the state.

AVAILABILITY OF VOCATIONAL EDUCATION DATA. Complete and reliable data on vocational education enrollment and spending, which might have aided GAO in reaching more definitive conclusions concerning the implementation of the Perkins Act on a nationwide basis, were unavailable at either the national or state levels.

Mr. Chairman and Members of the Subcommittee:

We are pleased to be here today to discuss our May 1989 report (GAO/HRD-89-55) on the Carl D. Perkins Vocational Education Act. I am accompanied by Fred Yohey, GAO's Assistant Director for elementary, secondary, and vocational education issues, and Tom Hubbs, the evaluator-in-charge for this assignment.

The Perkins Act's major provisions seek to provide quality vocational education to underserved groups and to encourage program improvement and modernization. We believe that Perkins funds, by and large, are being used appropriately for these purposes, based on the state and local programs we analyzed. However, we did find (1) potential problems regarding program targeting to economically depressed areas and the disadvantaged and handicapped, and (2) problems with the adequacy of program data.

BACKGROUND

For fiscal year 1989, the federal government provided $918 million for Perkins Act program activities. Most of this money is allocated to local education agencies, with 57 percent earmarked for targeted groups. Congress specifically targeted six "special population" groups for service--the disadvantaged, the handicapped, adults in need of training or retraining, single parents and homemakers, participants in programs nontraditional for their sex (sex equity), and incarcerated individuals. The other 43 percent is for program improvement, including innovation and expansion activities, such as developing exemplary vocational education programs stressing new technology, introducing new programs, and training workers in skilled occupations needed to revitalize business and industry. In addition, Congress required that more than half of all Perkins funds provided to each state must be allocated to "economically depressed" areas in the state. Although the federal contribution to U.S. vocational education is limited, state and local officials believe the federal involvement is important because it establishes national priorities and supplements state and local funding.

In preparation for 1989 House and Senate reauthorization hearings, we examined how well the Perkins Act is being implemented in six states--Arkansas, California, Kansas, Maryland, New Jersey, and Pennsylvania--and 20 local education agencies. These states received $158 million in Perkins grants for school year 1986-87, the most recent year for which data was available when we performed our field work.

We focused on those reauthorization issues and potential problems that might not be covered by the Department of Education's National Assessment of Vocational Education. Our work examined the extent to which:

- -- targeted federal vocational education funds are adequately serving the special populations and program improvement funds are furthering specific activities for which they were intended,
- -- nationally comparable data are necessary and available at the federal level to assist in legislative and executive oversight and management of the Perkins Act.

RESULTS IN BRIEF

In general, we found in the locations we studied that although useful before and after data are not readily available, the Perkins Act likely brought about a major shift in federal emphasis from maintaining outdated vocational education curricula and toward improving and modernizing local programs and increasing the participation of targeted population groups.

GAO Overview Of Findings

- Local programs & services consistent with law
- Students in poor areas get less program improvement
- Allocation mechanisms allow relatively wealthy areas to get more funding per student
- Returned fund allocations--too small or difficult to match

We believe that localities are providing programs and services for the special populations and for program improvement consistent with the activities specified in the law. Further, we believe state-level efforts to use Perkins funds to improve and/or modernize vocational education programs, through activities such as curriculum development or modernization and vocational teacher training, also are consistent with the act's intent.

However, our work indicated that some Perkins Act allocation mechanisms tend to direct money to more affluent communities and away from poor communities. Specifically,

-- vocational education students in economically depressed areas in some states are less likely to receive as much Perkins funding on a per-capita basis for improved or modernized program activities as students outside such areas;

-- some states designate relatively wealthy areas as "economically depressed" and provided greater per capita funding to these areas than to some poorer communities;

-- the allocation formula for disadvantaged population funds shifts some funds from poor communities to more affluent ones because it includes nonpoor academically disadvantaged students; and

-- disadvantaged and handicapped population funds, allocated by statutory formulas and returned to the states by some eligible recipients, can be reallocated from poorer to wealthier communities.

PROGRAMS AND SERVICES PROVIDED ARE CONSISTENT WITH PERKINS ACT

Based on our interviews with state and local officials and our observations of approximately 70 programs and activities in the 20 localities visited by our staff, we believe the Perkins Act provisions to (1) provide access to vocational education for targeted groups and (2) modernize state and local programs have been well received by practitioners and are getting positive results. However, complete and reliable data nationwide on vocational education enrollment and spending which might have aided us in reaching more definitive conclusions were unavailable.

In regard to vocational education for targeted groups, we observed programs and services which were directly related to Perkins Act requirements. These included improving the special populations' access to vocational education, training or retraining workers in new skills, and providing a full range of support services such as guidance, counseling, and job placement.

For example, California funded special projects to develop exemplary programs and prevent dropouts among disadvantaged students. Pennsylvania provided additional vocational education assistance through a variety of projects, including technical assistance and in-service programs for the disadvantaged and handicapped. Services were also provided in most states to each targeted group mentioned in the Perkins Act. (See exhibits I and II for more detailed information on the principal uses of the Perkins Act funds to benefit targeted populations.)

The six states and local institutions we studied also modernized or expanded their vocational education programs in a number of ways which appeared to be consistent with the Perkins Act's legislative intent. The permitted uses we observed included creating or expanding programs to train workers in skilled occupations needed to revitalize business and industry; developing exemplary vocational education programs stressing new technology; acquiring high-technology equipment to improve local programs; expanding existing programs to meet student needs; developing improved curricula; and improving the skills of vocational teachers and administrators. (See exhibits III and IV for additional information on program improvement activities.)

PER CAPITA SPENDING FOR PROGRAM IMPROVEMENT LOWER IN ECONOMICALLY DEPRESSED AREAS

In three of the six states we analyzed, (Arkansas, California, and Pennsylvania), local areas classified by the states as economically depressed received less Perkins program improvement funding per vocational education student than did noneconomically depressed areas, as shown in the following chart.

In the future, most workers will need to have higher-level skills than today, and a number of individual experts and organizations recently have suggested specifically allocating an increased portion of Perkins funding for program improvement. At the same time, projections indicate that many of the entrants to the workforce between now and the year 2000 will be members of the special population groups targeted by the Perkins Act.

GAO Distribution of Program Improvement Funds to EDAs

State	Voc Ed Students In EDAs	Program Improvement Spending in EDAs
California	70%	57%
Pennsylvania	89%	82%
Arkansas	54%	47%
Kansas	49%	51%
Maryland	54%	66%
New Jersey	36%	69%

These data are important for the Congress to consider during the reauthorization process because the disadvantaged and other special populations tend to be concentrated more in economically depressed areas (EDAs) than in wealthier areas[1]. While language in the Perkins Act encourages the use of program improvement funds for the special populations, there is no requirement to do so. Thus, any increase in the percentage of Perkins funds allocated for program improvement activities could have a negative impact on the spending for special populations, unless steps are taken to ensure that those groups receive some of the benefit of the increased emphasis on program improvement.

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[1] For example, California reported 120,000 economically disadvantaged high school students in its EDAs and 24,000 economically disadvantaged students outside the state's EDAs.

PERKINS ACT ALLOCATIONS COULD BE BETTER TARGETED TO LOW-INCOME COMMUNITIES

Among the Perkins Act's objectives is the targeting of funds to poor communities as well as the groups of traditionally underserved vocational education students who are often concentrated in these communities. However, we found three aspects of the way federal funds have been distributed which tend to target money to more affluent school districts and away from special populations in EDAs.

GAO Better Targeting of Perkins Act Allocations: Overview

Problem	Needed Improvement
EDA Designations	Require at least as much funding per student in EDAs as non-EDAs
Including academically disadvantaged in funding formula	Remove non-poor academically disadvantaged from formula
Reallocation of returned disadvantaged and handicapped funds	Require redistribution in same proportion as original allocations

Impact of Economically Depressed Area Designations

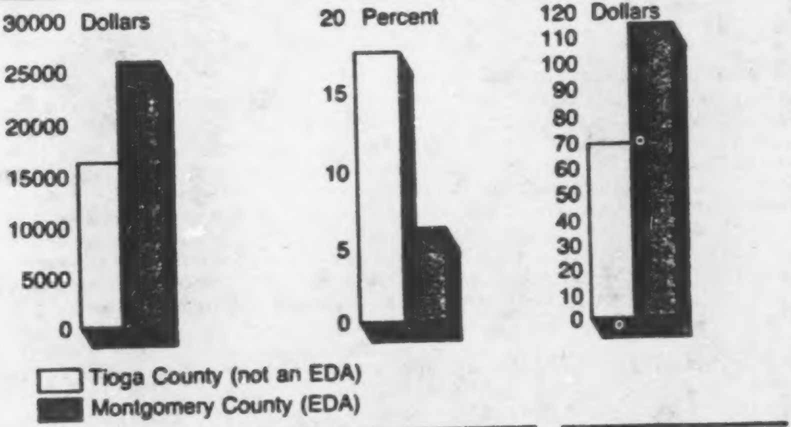
We found that the process some states use for designating EDAs favors wealthier communities over poorer ones. In some instances per-capita funding to vocational education students in poor communities is less than in wealthier communities in the same state.

As mentioned earlier, more than half of each state's total basic vocational education grant is to be allocated to educational institutions in EDAs to assist such areas in raising employment and occupational competencies of its citizens. The Act's legislative history states that the basis for this provision is that school districts in such states are presumed to need more funds to operate programs effectively, compared to less needy school districts in the same states. Each state we studied allocated more than half of its Perkins funds to EDAs as required by the law but we found wide variances in the criteria used by states to designate areas as economically depressed. (See exhibit V.)

The Perkins Act defines an EDA as an economically integrated area in a state in which a chronically low level of economic activity or a deteriorating economic base has caused such adverse effects as (1) an unemployment rate which is at least 50 percent higher than the national or state average for the last 3 years or (2) a large concentration of low-income families. The Department of Education's implementing regulations indicate that additional criteria may also be appropriate, such as heavy concentrations of Chapter 1 students or students receiving free or reduced-price lunches.

In the six states we studied, the percentage of localities designated as EDAs in each state ranged from 13 percent to 79 percent. Three of the states (Arkansas, Maryland, and Pennsylvania) classified more than 50 percent of their localities as EDAs. The following examples describe in more detail the criteria and methods Pennsylvania and Maryland used to allocate funds, and illustrate the resulting impacts.

GAO Impact of EDA Designation



Median Family Incomes

Economically Disadvantaged Students

Perkins Act Funding Per Vocational Education Student

Pennsylvania used as one of its criteria for designating EDAs the total number of low-income individuals--rather than the percentage of such individuals in the county which would measure their concentration. Pennsylvania thus classified Montgomery County--which has the third-largest county population in the state--as an EDA because it had a large number of low-income people. But, Montgomery County also had the highest median family income in the state and one of the lowest poverty rates. At the same time, Pennsylvania's criteria excluded a number of less-populated counties even though they had much lower median family incomes and higher poverty rates than Montgomery County. The effect was that some wealthier districts received more Perkins Act funds for each vocational education student than districts in poor counties. For example, Tioga County (a rural county Pennsylvania did not classify as economically depressed) received $68 for each vocational student whereas Montgomery County received $114 for each vocational education student. The impact of these designations are shown graphically above. We observed similar situations among other Pennsylvania counties.

In Maryland, about 7.5 percent of the families statewide had incomes below the poverty line. However, Maryland used as its criteria for designating EDAs, all school districts with 5 percent of more of the families having incomes below the state poverty level. In this manner, Maryland classified 19 or its 24 county/city school districts as economically depressed. For comparison, if the state had chosen 7.5 percent as the EDA threshold criteria, 12 (rather than 19) of the school districts would have been designated as EDAs.

Although the Perkins Act requires the Department of Education to review EDA criteria in the state vocational education plans submitted for Departmental approval, the situations described above went undetected. Officials of the Office of Vocational and Adult Education had performed no analyses, they told us, due primarily to a lack of staff. Nor does the Department require states to submit enrollment and funding data it would need to make the kind of analyses we performed. The Department could require the states to provide such data as part of its general oversight authority in the Perkins Act for reviewing and approving state plans. Without such analyses, the Department has no mechanism to discover or correct situations such as those we encountered.

Disadvantaged Allocation Formula Includes Students With Only Academic Problems

The allocation formula used to distribute funds for the disadvantaged population within each state includes a factor for students who have academic difficulties but are not necessarily from low-income households.

All participating school districts are provided a share of each state's disadvantaged population funds using a two-part allocation formula. One half of the formula is based on the district's total number of low-income students while the other half is based on the district's number of vocational education students who are academically disadvantaged and/or low-income. The inclusion of nonpoor students having academic difficulties in the second part of the allocation formula sometimes has had the effect of shifting Perkins funds away from poorer communities as shown in the next chart.

GAO "Disadvantaged" Formula Includes Academic Problems

Districts	Median Family Income	Low Income Students Grade 9–12	Disadvantaged Students Enrolled in Voc. Educ.	Total Funding Per Low Income Student
San Ramon, CA	$36,404	12	600	1,958
Oakland, CA	17,622	6,701	4,459	71
Wichita, KS	21,061	550	2,450	275
Pittsburg, KS	15,874	77	39	113

The San Ramon, California, school district, where the median family income is $36,404, received 27 times as much funding per low-income student as the Oakland, California, school district, a much poorer district with less than half the median family income of San Ramon. Eliminating academically disadvantaged students from the allocation formula would have reduced Perkins disadvantaged funding to San Ramon by 94 percent because the number of students counted (600) included at most 12 low-income students.

More generally, we found that 366 (22 percent) of the 1,639 school districts in the six states we reviewed had more academically and/or economically disadvantaged students enrolled in vocational education programs than they had low-income high school students in the entire district. In school districts where student counts for the "disadvantaged enrolled in vocational education" exceeded those for "low-income" in the school district, the excess student count represents a minimal estimate of the number of students with only academic difficulty in those disticts.

GAO Returned Disadvantaged Allocations

State	Allocations of $1,000 or Less: Eligible School Districts	Allocations of $1,000 or Less: Districts Returning Funds	Allocations of More Than $1,000: Eligible School Districts	Allocations of More Than $1,000: Districts Returning Funds
Arkansas	22	41%	296	22%
California	37	62%	338	10%
Maryland	0	0%	24	4%
New Jersey	49	84%	219	18%

Formula Funds Can Be Reallocated From Poor to Wealthier Communities

Perkins disadvantaged and handicapped population funds allocated by statutory formulas and returned to the state by some eligible recipients can then be reallocated from poor to wealthier communities. The extent of disadvantaged allocations returned in four states is shown in the graphic above; the situation was similar for handicapped allocations.

In four states, a substantial number of school districts returned their Perkins allocations designated for disadvantaged and handicapped students either because the amounts were too small to be used effectively or the localities were unable to match the Perkins Act funding. Considerably more districts that were allocated funds of $1,000 or less for the disadvantaged and handicapped populations returned them than districts that received allocations of more than $1,000. For example, 84 percent of New Jersey's 49 school districts that were allocated $1,000 or less of disadvantaged funds returned their entire allocations compared to only 18 percent that returned allocations of more than $1,000.

The Perkins Act is silent on how states are to redistribute returned funds. As a result, in Maryland, approximately 20 percent of the original allocations for the handicapped and disadvantaged were shifted from economically depressed areas to wealthier areas, apparently because wealthier communities were better able to meet federal matching requirements.

MATTERS FOR CONGRESSIONAL CONSIDERATION

If Congress decides to increase funding for Perkins Act program improvement activities, it should ensure that the Act's targeted special populations also benefit from any increased program improvement activities.

If the Congress wants to target additional Perkins Act funds to poor communities, it could amend the Act to (1) require states to allocate at least as much Perkins funding for each vocational student in EDAs as in other areas of the states, (2) remove "academically disadvantaged" students who are not poor from the fund allocation formula for the disadvantaged population, and (3) require that any Perkins fund redistributions for the disadvantaged and handicapped populations be made in approximately the same proportions between poorer and wealthier areas as the original allocations.

To reduce the frequency with which disadvantaged and handicapped allocations are returned by localities, Congress could allow states to establish minimum grant amounts appropriate for their circumstances or establish a minimum dollar level for local disadvantaged and handicapped population grants.

RECOMMENDATIONS TO THE SECRETARY OF EDUCATION

To improve program oversight of the Perkins Act, we recommend that the Secretary of Education (1) require states to substantiate to federal program officials their criteria for designating local areas as "economically depressed" for funding allocation purposes and submit supporting state enrollment and funding data, (2) direct the Assistant Secretary for Vocational and Adult Education to analyze the reasonableness of state criteria for such designations using enrollment and funding data submitted by the states and (3) provide the leadership needed to complete development of a national vocational education data system.

That concludes my prepared statement. My colleagues and I will be happy to answer any questions you or other members of the Subcommittee may have.

Exhibit I

Principal Uses of Perkins Act Funds for the Special Populations In Six States Visited by GAO

State Visited	Uses of Perkins Act Funds
Arkansas	Salaries of teachers' aides and instructional materials for the disadvantaged and handicapped; training programs and scholarships for adults; career development, guidance, counseling and educational services for single parents/homemakers; sex equity specialist and associated programs; equipment purchases for instructional programs for criminal offenders.
California	Special projects to develop exemplary programs and prevent dropouts among disadvantaged students; employment training and resource system for the handicapped; adult training programs; grants for guidance, counseling and employability skills development for single parents/homemakers; teacher training and support services for students in non-traditional careers; staff development, guidance and counseling, and instructional programs for criminal offenders.
Kansas	Supplemental services for the disadvantaged and handicapped; emphasis on new business and technology development for adults; updating single parents/homemakers' skills for re-entry into the workforce, including counseling and vocational training; sex equity specialist, with emphasis on non-traditional career programs and teacher in-service training; vocational program/service expansion and improvement for criminal offenders.
Maryland	Vocational support service teams for the disadvantaged and handicapped, which provide vocational assessment, guidance and counseling, academic support, and job placement; job skill training, customized technical skills training and supplemental services for adults; occupational and employability skills training, and technical assistance to local education agencies, for single parents/homemeakers; information dissemination,

Exhibit I

	technical assistance and cooperative projects with the private sector to eliminate sex bias.
New Jersey	Staff, equipment, supplies and services to develop, provide, modernize and expand vocational activities, programs and services designed for the disadvantaged, handicapped and adults, including outreach and intervention to prevent dropouts; model programs, small business ownership and marketable skills training for single parents/homemakers; establish regional equity centers and exemplary programs to eliminate sex bias; vocational training, career guidance and counseling for criminal offenders.
Pennsylvania	Additional vocational education assistance through a variety of projects, including technical assistance and in-service programs for the disadvantaged and handicapped; career guidance and counseling and job training for adults; career guidance and counseling, instruction in employability skills, vocational training and job placement for single parents/homemakers; in-service training and technical assistance to sex equity coordinators; vocational counseling and assessment, skills training and job placement for criminal offenders.

Exhibit II

Principal Uses of Perkins Act Funds for the Special Populations In 18 Localities Visited by GAO

Local Institutions Visited	Local Uses of Perkins Act Funds
Arkansas	
Riverside Vo-Tech School	Instructional equipment and computer equipment for criminal offenders' programs.
Southern Arkansas University Uptown Center	Salaries for community-based organization providing referrals and assistance to single parents/homemakers.
Jonesboro Area Vo-Tech High School	Salaries; books; counseling and tutoring for handicapped and disadvantaged students.
Westark Community College	Job-seeking skills workshops, career counseling for single parents/homemakers; offered additional semester of program for upgrading nursing certification.
California	
Los Angeles Unified School District	Instructional equipment and supplies; counseling and needs assesment services; model programs for disadvantaged and handicapped, eg., support teams providing remedial education and counseling to about 1,200 students in 15 high schools.
Los Rios Community College District	Supplemental services such as education advice, child care referrals, job placement assistance; specialized equipment for handicapped students.
San Ramon Valley Unified School District	Books and supplies; computer software auto shop/math course for potential drop-outs; keyboarding equipment for special education students.

Exhibit II

Kansas	
Paola Unified School District	Computer equipment for the disadvantaged; handicapped funds allocated to another local school, used for teachers' salaries.
Manhattan Area Vo-Tech School	Salaries of teachers' aides, placement coordinator, computer learning center instructor for disadvantaged and handicapped; private sector trainers for adult program.
Dodge City Community College	Instructor's salary and computer software to implement competency-based instruction for disadvantaged; install elevator in library for handicapped; career evaluation and individualized basic skills and vocational training for single parents/homemakers.
Maryland	
Baltimore City School District	Vocational support services (needs assessment, counseling, academic support); job, attitudinal and employability skill training in various vocational programs.
Baltimore County School District	Vocational support services (see above); career opportunities program (small class sizes, special texts and equipment) to prevent dropouts.
Wor-Wic Tech Community College	Vocational support services for disadvantaged and handicapped (see above).
New Jersey	
Salem County Vo-Tech Schools	Tutors and instructional aides; specialized equipment for handicapped; job training for single parents/homemakers.
Camden City Local Area Vocational School District	Tutorial and other support services for high-risk disadvantaged students; instructional equipment for vocational programs.

Exhibit II

Mercer County Community College	Basic skills instruction, career assessment and counseling to prepare disadvantaged students for vocational coursework; instructional equipment for manufacturing processes course.
Pennsylvania	
Community College of Philadelphia	Salaries and instructional equipment to serve handicapped, disadvantaged and adults, including counseling and support services, job placement, and equipment for handicapped.
School District of Philadelphia	Salaries and books for instructional programs, vocational dropout prevention, pre-vocational outreach, counseling, and job search.

Exhibit III

Principal Uses of Perkins Act Funds for Program Improvement in 6 States Visited by GAO

State-level activities generally were concentrated on curriculum development or modernization, vocational teacher or administrator training, research, and training for new technologies. Each state we visited used its Perkins Act funds to improve and/or modernize its vocational education programs, as follows:

State Visited	Uses of Perkins Act Funds
Arkansas	Curriculum development; individualized self-paced curriculum; basic skills training; in-service training for faculty and administrators; funding vocational education consortiums.
California	Curriculum development and updating; development of models for sequencing vocational education and coordinating secondary and post-secondary programs; professional development for vocational education teachers.
Kansas	Competency-based instruction; new technologies; job development and placement; teacher in-service training; vocational student organizations.
Maryland	Updated career guidance materials; in-service training for vocational counselors, teachers, and administrators; curriculum development emphasizing competency-based vocational education.
New Jersey	Vocational education resource center; curriculum development; in-service training; program development stressing new and emerging technologies; programs to train workers in skilled occupations; vocational student organizations.
Pennsylvania	Curriculum development; personnel development; adult training; training for occupations with promise; technical assistance to local education agencies; exemplary and research programs.

Exhibit IV

Principal Uses of Perkins Act Funds for Program Improvement Purposes In 17 Localities Visited by GAO

Local Institutions Visited	Local Uses of Perkins Act Funds
Arkansas	
Camden High School	In-service training; writing and publishing a textbook for statewide teachers' use.
Jonesboro Area Vo-Tech High School	Integrate math and communication instruction into secondary vocational curriculum; model vocational counseling project.
California	
Los Angeles Unified School District	Professional development; curriculum development; instructional equipment and supplies to modernize programs (eg, graphic arts and food services).
Los Rios Community College District	Equipment and supplies to modernize programs to keep pace with equipment used by business (eg, office occupations and mechanical-electrical technology).
San Ramon Valley Unified School District	Professional development; special project to revise and validate model curriculum standards and program for office education.
Kansas	
Paola Unified School District	Computer equipment used in a number of instructional programs.
Manhattan Area Vo-Tech School	Computer-assisted design system for drafting program; teacher training in competency-based instruction.
Dodge City	Competency-based instruction; in-service

Exhibit IV

Community College	training for instructors in several program areas; curriculum improvement.
Maryland	
Baltimore City School District	Acquire state-of-the-art equipment used in instructional programs (eg, printing and food management); update curriculum.
Baltimore County School District	Updated equipment and programs (agriculture production and general office); in-service training for teachers to upgrade their skills.
Wor-Wic Tech Community College	Acquire modern equipment, including computers, used in instructional programs (radologic technology and hotel, motel and restaurant management).
New Jersey	
Salem County Vo-Tech High School	Acquire modern equipment for use in auto body and auto mechanics programs.
Camden High School	Funded two full-time placement counselors; acquired computers for instructional programs and for placement office.
Mercer County Community College	Acquired state-of-the-art equipment for use in computer graphics program.
Pennsylvania	
Community College of Philadelphia	Curriculum development for technical writing program.
School District of Philadelphia	Salary of industry-education coordinator; support services for cooperative education students; competency-based materials; acquired modern equipment for instructional programs.
Western Montgomery County Area Vo-Tech School	Updated training equipment used in automotive mechanics and welding programs.

Exhibit V

Criteria Used in Six States to Designate Economically Depressed Areas

State	"Economically Depressed Area" Criteria	Local Areas in State Total Number	Economically Depressed
Arkansas	40% of students in school district receiving free or reduced lunch or 17% or more families below poverty level.	322	214 (66%)
California	Unemployment rate in school district more than 50% above national average and/or AFDC rate higher than state's 11.6% average.	383	176 (46%)
Kansas	20% of families in school district below poverty line.	304	136 (45%)
Maryland	5% of families in school district below poverty line, or unemployment rate more than 50% above state average.	24	19 (79%)
New Jersey	12% or more of families in school district receiving AFDC support; or unemployment rate more than 50% above national average; or median family income of $17,500 or less.	605	79 (13%)
Pennsylvania	Counties with greatest numbers of low income individuals and/or unemployment rate more than 50% above national average.	67	36 (54%)

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Senator **Pell**. Dr. Winterton.

STATEMENT OF DR. JOYCE WINTERTON, EXECUTIVE DIRECTOR, NATIONAL COUNCIL ON VOCATIONAL EDUCATION, WASHINGTON, DC

Dr. **Winterton**. Thank you, Mr. Chairman.

The National Council on Vocational Education, as authorized by the Carl Perkins Act, has been working with selected industries to identify what competencies their work force needs to have.

The Council as part of their testimony has a report that worked with the first three industries, which are the construction, electronics and health services areas. Currently, the Council is working with chemical-based technicians, agribusiness, automated business systems, food service and hospitality industries.

The Council has worked with over 43 trade associations, business/industry groups, and labor organizations in this process.

Part of the report findings indicate that all of the business groups that we had worked with indicate a very strong willingness, interest and need to work with vocational/technical education. These industries are fighting to be competitive today, not ten years down the road. They need Federal leadership to help provide quality in all programs across-the-board in addition to the weakest and the poorest programs.

All of these industries are now currently facing a shortage of skilled workers. In the construction industry, most of their skilled laborers are 56 years old or older. They are going to be leaving the industry, and there will not be new entrants into their work force.

According to the American Chemical Society, we graduate about 400 chemical-based technicians a year, mainly through community college programs. Industry actually could place 4,000 graduates as chemical-based technicians.

A number of industries indicated that they are recruiting workers from foreign countries because they cannot find the skilled workers here. They also supported the findings of the Bureau of Labor Statistics that 18 out of the 20 fastest-growing occupations will require vocational/technical education; only two of those require a B.S. degree.

A number of these trade associations have supported the National Council's initiative to improve the awareness and image of vocational education through identifying key graduates who have successful used vocational education as a career ladder—individuals such as Calvin Klein, who seems to have done fairly well with his vocational background.

The industries also supported the need for both secondary and postsecondary programs. They supported strongly the concept of 2-plus-2-plus-2, or tech prep. They really believe in the concept of a career ladder approach so not only do you articulate with secondary and postsecondary, but with community college programs and universities. We find a lot of students are going back and forth; after they work for a while, they do want to complete a B.S. or graduate degree.

They definitely supported the need for basic skills and the emphasis on applied academics as part of preparing students to go into their work force. It was interesting that not one of the industries we worked with said that they just wanted students and employees with basic skills, and they would train them themselves. In fact, they said they are not in the business to do training; they are in the business to be productive and help the United States be competitive.

They did emphasize that students need to have a strong work ethic and called upon the schools to help support that effort. They felt that students and future employees did need to have knowledge of industry terms, equipment and processes, so they do want some occupational-specific skills, but in a transferable, general sense so as the industry changes, they can respond to that.

They also stressed the need to work with the private sector. Some of the really successful, innovative efforts to develop standards have occurred because they have worked with the National Council, State Councils on Vocational Education, and State leadership through State directors.

There are a number of exemplary programs where business and industry have helped improve vocational programs. For instance, the National Council recognized a partnership last week at our awards program where a community college in Pueblo worked with two private hospitals. The hospital has built equipment and facilities on the community college campus, and they not only use it for their diagnosis, but also to train technicians at the community college.

There are a number of policies at the local level that can be changed and modified to help build and upgrade equipment.

One of the individuals who had served on our Automated Business Systems Working group worked very strongly with IBM and other computer companies to set up her program. She has an opportunity to trade in that $250,000 equipment and upgrade it for less than $1,000, but because the school district has a policy to only purchase and not least, at this point that does not look possible.

So there need to be creative ways, including expanding cooperative education programs, to get students experience on that up-to-date equipment.

The conclusion of the National Council is that there is a strong need to continue this kind of effort where you really listen to business and industry; that kind of partnership where business and industry works with vocational education is not an option today—it is a must. And if we want to keep programs up-to-date and reflect what they need, that kind of partnership has to exist. That can occur through National/State Councils and State leadership.

Federal legislation must be in place to improve the quality of programs in all places across the United States and for all students.

Thank you.

Senator Pell. Thank you very much indeed.

[The prepared statement of Dr. Winterton (with a publication titled "Occupational Compentencies" by the National Council on Vocational Education, April 1989, retained in the committee files) follows:]

PREPARED STATEMENT OF THE NATIONAL COUNCIL ON VOCATIONAL EDUCATION PRESENTED BY DR. JOYCE WINTERTON

Introduction

The National Council on Vocational Education, as authorized by the Carl Perkins Act, has been working with selected industries to identify what are the competencies needed by their workforce. The Council has used the topics specified in the law to guide the discussion and information. The Council released in June 1989 the report which discusses the findings from the first three industries which are:

Electronics
Construction
Health Services

Currently, the National Council is working with the following four industries:

Chemical Based Technicians
Agribusiness
Automated Business Systems
Food Service and Hospitality

The Council established working groups with each of these industries comprised of national trade associations, business/industry and labor organizations. The Council has worked with over 43 trade, business and labor organizations in this effort.

Report Findings

All of the working groups stressed the importance of working with vocational-technical education to provide a quality workforce. These industries are fighting to be competitive and improve their productivity now, not ten years down the road. They need Federal leadership to insure quality in all vocational-technical education programs in addition to helping the poorest and weakest programs.

All of the industries are experiencing shortages in their workforce. For example:

- According to the American Chemical Society we graduate about 400 chemical based technicians a year mainly through community college programs; however, industry needs 4,000 chemical based technicians a year.

- Most of the skilled workers in the construction industry are 50 years or older. They will be retiring without new entrants into the industry to replace them.

Some industries are even recruiting employees from foreign countries because they cannot find the skilled employees they need in the United States.

The information from the working groups verify the information from the Bureau of Labor Statistics that 18 of the 20 fastest growing occupations within the next decade require vocational-technical education (only 2 require a bachelor's degree). In fact, on the NASA Space Shuttle program, there were 5 technicians employed for every engineer.

The working groups emphasized the need for both secondary and postsecondary vocational-technical education programs. They agreed with the value of the 2 + 2 + 2 or tech prep model to articulate programs at the various levels of education. It is important to note that not one of the business/industry representatives said just send us someone with the basic skills and we will train them ourselves. They do want mutually beneficial partnerships with the vocational-technical education system. The demands on the workforce are changing at a rapid pace thus making such partnerships a must not an option.

All of the working groups stressed the need for the following competencies for their employees:

- basic skills in math, science, communication, use of computers
- strong work ethics
- occupational skills related to entrance into the industry.

An emphasis was placed on mastering basic skills in the context of how to use them on the job and integrate them into problem solving. The working groups applauded the current efforts in vocational-technical education to develop applied academics programs.

Basic knowledge of industry terms, equipment and processes is necessary. The occupational skills taught should be transferable and provide the employee with the ability to adapt as changes are made in the industry. Life-long learning will be required of all employees.

The essential role of the private sector in improving vocational-technical education was supported by the working groups. The trade associations stressed the need to work with the National Council, State Councils and State Leaders in order to continue and broaden cooperative efforts. These efforts can occur through this structure often more efficiently and with less bureaucracy. The development of standards and competencies by the industries through trade associations has been accomplished because they were able to work with the Councils and State Directors.

Partnerships with business/industry and labor organizations can enhance the relevance and quality of programs. For example, a partnership which was recognized through the National Council Award is one in which two private hospitals in Pueblo, Colorado have worked with the community college. The exemplary project involved the construction and operation of a Magnet Resonance Imaging facility on the campus. The hospitals operate the facility while making it available for training Pueblo Community College Radiologic Technology students. This type of partnership can provide the state-of-the-art equipment for vocational-technical education programs that the working groups reported are needed. It was recommended that cooperative education programs that give students supervised experience in business and industry should also be expanded.

Conclusion

The information from the industry working groups can provide national, state, and local leaders with insight into how they can improve the quality and relevance of all programs. There are other industries which need to be surveyed to determine their needs. The process should be continued in the new law. The National Council has found that there are many exciting and progressive things happening in vocational-technical education. The challenge is for Federal legislation to assist in improving the quality in all programs across the United States and for all students.

Note: The National Council on Vocational Education is a Presidentially appointed body comprised of 17 members with the majority being from business and industry. It is authorized in the Carl Perkins Act to advise the President, Congress, and the Secretary of Education on vocational-technical education.

The National Council on Vocational

Outstanding Secondary Student Award

Jana Harris, *Oklahoma*

Jana Harris has been a vocational student for two years and will complete six hours of vocational credit as well as completing her college prep course in May 1989. After finishing the Building Trades Program at Oklahoma Northwest Area Vocational Technical School, she was selected as the Outstanding Building Trades student for the 1986-1987 year. Jana is an A student that strives always for academic excellence.

Jana's classwork exemplifies her attitude toward her goals and desires to obtain an education. In addition to academics she is active in extracurricular activities including athletics, Student Council, and the Y-Teens. She is a class officer in the Vocational Industrial Clubs of America, also a member of Future Business Leaders of America and holds numerous others awards and honors.

The National Council is proud to recognize an outstanding secondary student who is dedicated, hard working and motivated to achieve whatever she attempts. Jana's future plans include continuing her education to become an architect designer and engineer, Jana said, "Vocational education has given me many job skills necessary to be successful in this occupation".

Jana's unique combination of academics, vocational building trades, vocational business and office/ microcomputer applications class will open many doors of opportunity for her.

Outstanding Postsecondary Student Award

Betty Jane Garcia, *Oregon*

Betty Jane Garcia has been chosen for the 1989 Outstanding Postsecondary Student Award by The National Council on Vocational Education. Betty Jane enrolled in the Health Record Technology Program, a one-year certificate program carrying 15-17 credit hours per term. Following successful completion of this program she enrolled in the second year Associate of Science Degree Program. Betty will graduate in June 1989, as a Health Service Coordinator and will be eligible to take the National credentialing Exam for Medical Staff Service Coordinator. Ms. Garcia does not plan to stop here; she has made application to Portland Community College and will pursue an Associate of Applied Science Degree. Upon successful completion Betty will be eligible to sit for the American Medical Record Association Credentialing Examination.

Betty Jane maintains membership in the national and local association of Medical Staff Services (she received one of the first scholarships awarded by the National Association of Medical Staff Services), and is a member of Phi Beta Kappa and Health Occupation Students of America. In fact, Betty was instrumental in establishing the first HOSA Chapter on the Chemeketa Community College campus: the only postsecondary chapter in the state.

Recently, Betty Jane took on an advocacy role in the state and federal legislation on behalf of employability and training programs for single parents and homemakers. She has sent letters to her legislators and has submitted written testimony to committees, she is tracking the progress of related bills in the current legislation, this is an entirely voluntary effort by Betty Jane. She looks forward to continuing her involvement in the women's resource center at Portland Community College where she will be enrolled in the Fall of 1989. The National Council is pleased to have the opportunity to be a part of her successful transition in leadership and professional growth.

Betty Jane commented, "Vocational education has changed me in that I now believe in myself, my integrity, self-worth, talents and abilities. It has provided me with the best transportation to continue my journey through life."

Education Awards for 1989

Chairman of the Council: Michael R. Farley
Awards Committee Chair: Joyce Newman

Outstanding Special Populations Student Award

Robert J. Patula, *Illinois*

Robert Patula has been an excellent role model for the special populations individuals, as well as for adults who want to start college. Bob has cerebral palsy, epilepsy, and visual perception problems. He has maintained a 3.7 average in electronic technology and has participated in many community service programs. He is an advocate for the disabled and has assisted Morton College in this capacity.

Mr. Patula is enrolled in a two-year community college, Morton College, where he is pursuing an electronic engineering technology degree. He has been attending Morton College since fall of 1988, and has been actively engaged in electronics since he was seven. He has taught amateur theory and code classes and has helped to establish a ham radio station at Hines Hospital for the disabled. He has also made tuning and speech devices for the visually impaired.

In addition to dealing with problems associated with an orthopedic impairment, Bob also takes care of a father who is an amputee and a mother who is critically ill with emphysema. He has had numerous financial problems, and his family goes without so Bob can go to school, but Bob brings none of these struggles to school. He is pleasant and cheerful. He encourages others who are disabled to "go for it."

Robert volunteers his time to serve on various student activities and studies diligently. He has chosen the electronic engineering technology program because of his high interest and aptitude in electronics. Robert says, "I have chosen to major in the electronic engineering technology degree program because I envision someday I may help to create super electronic robotic equipment that will liberate orthopedically impaired individuals. Also, getting this degree will help me to become self-sufficient and enable me to take care of my family."

Exemplary Business or Labor Involvement Award

St. Mary Corwin Hospital and
Parkview Episcopal Medical Center, *Colorado*

The National Council is pleased to award two private hospitals, St. Mary Corwin Hospital and Parkview Episcopal Medical Center for their cooperation in a "first of its kind" partnership with Pueblo Community College in Colorado.

This exemplary project involved the construction and operation of a Magnet Resonance Imaging (MRI) facility on the Pueblo Community College campus. This effort has significantly contributed to vocational-technical education at the school and throughout the State. The building with Magnetic Resonance Imaging was built on the campus by the hospitals; in return the college's Radiologic Technology students serve internships in the MRI building. The building will be transferred as a gift to the Pueblo Community College after 15 years. The hospitals will operate the MRI facility while making it available for training Pueblo Community Radiologic Technology students (24-30 per year) for the foreseeable future.

Groundbreaking ceremonies held February 23, 1988.

This exemplary involvement of St. Mary Corwin Hospital, Parkview Episcopal Medical Center and Pueblo Community College prompted The National Council on Vocational Education to recognize this partnership as a greater example of public-private sector relationships.

National Council on Vocational Education

1989 Awards Program

Twenty-eight states and Puerto Rico participated in the 1989 Awards Program with a total of 77 nominations. Provided below is a list of states that submitted nominations, the award applied for and the name of the nominee. A certificate for each nominee will be sent to their state to be presented in their awards ceremonies. (*) indicate national award winners.

ARIZONA

Outstanding Secondary Student	Paul Jesusiak
Outstanding Postsecondary Student	Marc A. Stewart
Special Populations Student	David J. Markley
Exemplary Business or Labor Involvement	Allied-Signal Aerospace, divisions of Phoenix and Tempe Arizona, Malcolm Craig

ARKANSAS

Outstanding Secondary Student	Kim Wright

COLORADO

Special Populations Student	Linda M. Haberkorn
Exemplary Business or Labor Involvement	St. Mary Corwin Hospital, Bob Tollefson and Parkview Episcopal Medical Center, Michael Pugh

CONNECTICUT

Outstanding Secondary Student	Thomas Mills, Jr.
Outstanding Postsecondary Student	Kimberly A. Sloan
Exemplary Business or Labor Involvement	Carpenters Union Training Center, John Castagnino

FLORIDA

Outstanding Secondary Student	Cynthia Michelle Blount
Outstanding Postsecondary Student	Anita F. Cordery
Special Populations Student	Anna Marie Gomez-Candelas
Exemplary Business or Labor Involvement	Walt Disney World/MGM Studios, Dr. Ted Kaye

GEORGIA

Outstanding Secondary Student	Erin Hynek
Outstanding Postsecondary Student	Edwin C. Elam
Special Populations Student	Michael Jeffery Sapp
Exemplary Business or Labor Involvement	Cleveland Electric, Louis W. Cleveland, Jr.

HAWAII

Outstanding Secondary Student	Clarice C. Ishida
Outstanding Postsecondary Student	Pedro A. Cano
Special Populations Student	Ellen Chalmers
Exemplary Business or Labor Involvement	Chevron USA, Inc., David Young

ILLINOIS

Outstanding Secondary Student	Tracey A. Mane
Outstanding Postsecondary Student	Kenneth Thomas
Special Populations Student	Robert J. Patula
Exemplary Business or Labor Involvement	Zimmerman Transportation Center, Richard L. Zimmerman

KANSAS

Exemplary Business or Labor Involvement	Burlington Northern Railroad, Mike Voelker

LOUISIANA

Outstanding Postsecondary Student	Paige Drouin

MARYLAND

Outstanding Secondary Student	Norma Jean Kline
Special Populations Student	Michael P. Echard
Exemplary Business or Labor Involvement	General Motors Corporation, C.J. Jackson

MICHIGAN

Outstanding Secondary Student	David Heffer
Exemplary Business or Labor Involvement	Heath Company, a division of Zenith Electronics Corp., William E. Johnson

MINNESOTA

Outstanding Postsecondary Student	Jeanette Beyer
Exemplary Business or Labor Involvement	Lake City Refugee Resettlement Committee, Mary Ann Rick

MISSISSIPPI

Outstanding Postsecondary Student	James Martin Steuerwald
Special Populations Student	Alain Rucker
Exemplary Business or Labor Involvement	Mississippi Power Company, H.W. "Ed" Blakeslee

NEBRASKA

Outstanding Postsecondary Student	Charles F. Skaggett
Special Populations Student	Jon Charles Gabriel
Exemplary Business or Labor Involvement	Dairy Council of Central States, Joan Weblow, M.S. R.D.

NEW HAMPSHIRE

Exemplary Business or Labor Involvement	New England Telephone, Patrick Duffy, Vice President/NE Telephone

NEW JERSEY

Outstanding Secondary Student	Michael Eastman
Outstanding Postsecondary Student	Linda Wagner
Special Populations Student	Kenneth Popple
Exemplary Business or Labor Involvement	Naval Air Engineering Center, Capt. James R. Macdonald, USN

NEW YORK

Outstanding Postsecondary Student	Kathleen M. Sindon
Special Populations Student	Sean McGrath
Exemplary Business or Labor Involvement	Transport Workers Union Local–100, Peter Lynch

NORTH CAROLINA

Outstanding Secondary Student	Marnie Lynn Strickland
Outstanding Postsecondary Student	Dinah M. McLain
Special Populations Student	Phyllis Pruett
Exemplary Business or Labor Involvement	North Carolina Retail Merchants Association, Mr. William C. Rustin, Jr.

OHIO

Special Populations Student	Trina Sheets

OKLAHOMA

Outstanding Secondary Student	Jana Harris
Outstanding Postsecondary Student	Regina Ferguson
Special Populations Student	Barry Adams
Exemplary Business or Labor Involvement	Armstrong World Industries, Inc., David Archer

OREGON

Outstanding Postsecondary Student	Betty Jane Garcia

PUERTO RICO

Exemplary Business or Labor Involvement	Schering Manati, Inc., Ada M. Frias, Ph.D.

SOUTH CAROLINA

Outstanding Secondary Student	Craig Christopher Baumer
Special Populations Student	Phillip Carey Harley, Jr.

SOUTH DAKOTA

Outstanding Secondary Student	Darcy LaDue
Exemplary Business or Labor Involvement	Daktronics, Dr. Aelred (Al) Kurtenbach

TENNESSEE

Outstanding Secondary Student	Chris Tham
Outstanding Postsecondary Student	Jaye Hamby
Special Populations Student	Gail Sue Warnack
Exemplary Business or Labor Involvement	Bowater Southern Paper Company, Robby Snyder

TEXAS

Outstanding Secondary Student	Susan M'Liss Fick
Outstanding Postsecondary Student	Peggy Castlow-Haskins
Special Populations Student	Christine Rodriguez
Exemplary Business or Labor Involvement	General Motors Training Center–Dallas, Bill Seelig

WEST VIRGINIA

Outstanding Secondary Student	Rovella Funk
Exemplary Business or Labor Involvement	Compton Construction Company

WISCONSIN

Outstanding Postsecondary Student	Lynn Martens
Special Populations Student	Alan Edwards
Exemplary Business or Labor Involvement	Wisconsin AFL-CIO, Robert Blessington

Senator PELL. Because of the constraints on time, I will not ask any questions myself, but may submit them for the record.

I will now call on the Ranking Minority Member.

Senator KASSEBAUM. We are supposed to have a vote in just a few minutes, but I would like to ask a couple of questions.

Mr. Wirt, you talked about the set-asides in your statement, and you state that many activities that were supported under set-asides would otherwise not have been undertaken if they had not been required; is that correct—on the secondary level, I think you said.

Mr. WIRT. Yes, we did say that.

Senator KASSEBAUM. Do you think that these activities would be abandoned if we didn't have the set-aside?

Mr. WIRT. We have suggested that the funds be sharply targeted on schools, precisely for the reason of initiating a process of school improvement that would not have gone on without those extra funds.

We have also suggested that the law should continue to include a supplanting provision so that those Federal resources do add to change at the local level.

I think one of the references in the written testimony as to the Federal funds do add to local activities—what we are really interested in is change that lasts. There are some times in some of the programs and in some of the set-asides that we saw where a very small activity would be undertaken in one program—for example, the sex equity set-aside, there were $3,000 grants, and that was often used for one-shot recruiting efforts or some short-term counseling and that sort of thing. So it was new in the sense that the district would not have done it, but then one also needs to ask about the long-term impact of the activity.

So there are two kinds of questions—is it something that would not have happened except in the Federal support; and then the second question is lasting change. We think the lasting change is extremely important and would like to see a process of school improvement under way rather than some more counseling or more testing and that sort of thing.

So our recommendations are aimed at that, and there is sort of an idea loose in the land that you need to give people at the building level, the principals and the teachers, some resources to work with. We have tried to lay out some objectives for improvement of vocational education for them at the same time, so you'll have a fairly idea of what you're going to do and some resources, and then maybe you can do something.

Senator KASSEBAUM. So you would set it up as part of a model criteria that would be examined?

Mr. WIRT. Yes.

Senator KASSEBAUM. You heard Secretary Cavazos speak about the standards and accountability. Do you see this meshing with what you are suggesting?

Mr. WIRT. Well, when we suggest targeting 70 percent of the resources on schools, for school improvement, those resources would go a long way toward producing, as we say, change and improvement in vocational programs. But we think it is important at the State level to begin to find out how well individual schools are doing—what are the students learning academically and what kinds of occupational skills are they gaining, and where do the problems lie; where is the need for resources. And if a good job can be done on all this talk about indicators, then maybe we'll have a better idea about where the problems are, and the States can do a better job of directing resources.

So I think our view is that the indicator development is somewhere more of a long-term view toward doing a better job of putting resources where they will do the most good. But we see a very important need at this time to target resources on poor schools. I could mention that. In the testimony, there are some fairly clear indications that students in the poorest schools have much less access to area vocational schools and a narrower range of vocational offerings.

Senator **Kassebaum**. Well, Mr. Gainer, that is what you essentially were trying to speak to as well. Is that not right? I think you gave a very good example with specifics that you mentioned.

Mr. **Gainer**. Yes.

Senator **Kassebaum**. So I assume you would agree with what Mr. Wirt is saying?

Mr. **Gainer**. I had one thought, really. It goes back to John's recommendation, I think it was $100,000 at the school building level. If you think about the resources in this program, the basic grants are over $900 million. If you were to handle the resources in that way, you could actually do a great deal at 9,000 schools a year. As it turns out, though, in our travels we found places where the disadvantaged set-aside or the handicapped set-aside that ended up at the school building level was a few dollars. So that it is beyond reason to think that $9 or $10 or $20 at the school building level is going to make any difference to anybody in the long run.

Senator **Kassebaum**. Well, I was interested to see that you mentioned Kansas in your analysis. If I may be so parochial as to ask, where do you think the greatest need for improvement might be in the Kansas program. Can you do that briefly?

Mr. **Gainer**. That could be a tough question. I think I'm going to call on Tom Hubbs, who was actually out there.

Senator **Kassebaum**. Or I can visit with you later; I don't want to take up a lot of time.

Mr. **Gainer**. We'd be glad to do that now, if you'd like.

Senator **Kassebaum**. If you have a minute or so.

Mr. **Hubbs**. When our folks when to Kansas, they visited three schools—one community college, Dodge City; one area vocational school, and one comprehensive high school. What I think they saw mostly in Kansas City is that because it is a State that is so rural, in many cases grant amount tended to be small. And I think you might have seen on the chart we put up that in many cases, the school districts returned funds for the disadvantaged or the handicapped, especially.

One thing we did see in Kansas that we thought was pretty good is that they tended to form consortia to take care of handicapped and disadvantaged funds, so they would pool three or four or five school districts to do a better job of being able to provide services to their disadvantaged and handicapped people.

To get straight to your question about what would Kansas need most to improve, in our discussions with the people in Kansas at the State level, they were most concerned about things like curriculum development and training for their teachers to keep them up-to-date on being able to provide good, current vocational programs for their students, and to a lesser extent, the ability to get modern equipment to help them do that.

Senator **Kassebaum**. I know Senator Simon probably has some questions. I have one I would like to ask Dr. Winterton, too, but I would be glad to come back to that.

Senator **Simon**. If I could just ask one question of everyone except Mr. Gainer, because he has suggested these alternatives—and Mr. Hubbs and Mr. Yohey who are with you, so I will not ask them; they are partisan observers—but Mr. Wirt and Dr. Winterton, if we were to move as suggested with these three points here on the chart, what would the impact be? And if you were on this committee, would you vote for those three changes?

Dr. **Winterton**. I would vote for the change, but not the expense of program improvement for all programs. The National Council has found there are a number of really exciting and progressive things that are happening across the United States, but they are not uniform even in one school district let alone the whole State. So there need to be funds for State leadership to provide that program improvement for all levels; also, help those poorer schools to see a vision of how they can improve their programs. I think the trade associations we work with would say do both, and don't abandon one for the other.

Senator **Simon**. But assuming that we may be somewhat constrained—and unfortunately, we are—with the dollars that we have, if you were even just to take—and I hope we can get more than the same dollars—but if we were to take the same dollars, should we move in this direction?

Dr. **Winterton**. I would say yes, move toward that direction, but don't abandon other efforts; still stay within that constraint, so you could still split the dollars, with some leadership at the State level, but also drive funds to those programs that need more help immediately.

Senator **Simon**. Mr. Wirt.

Mr. **Wirt**. We would not vote for the first one. We think that the resources ought to be directed to schools, and to define the schools as eligible for the awards according to the proportion of students on School Lunch, so that there is very sharp targeting on economic poverty.

We would want to ask some more question about how EDA is defined, because at the moment it is a fairly vague category.

The second recommendation, we would agree with, as I have just indicated, targeted on School Lunch.

The third, we would agree with that—use the same targeting mechanisms for the returned funds. We don't find large amounts of returned funds.

Senator **Simon**. Okay, thank you.

Thank you, Mr. Chairman.

Senator **Kassebaum**. If I may add briefly, I think that is a good point on definition of EDA, and that may be something that we would want to explore further.

Dr. Winterton, you mentioned that businesses had said they really didn't want to be in the role of having apprentices, and that they did not see that as a responsibility. As I am sure you know, West Germany does a great deal with apprentice programs. I have found it rather interesting that the business community there sees that as a major responsibility and has a most successful program. In some ways, I wish our own business community would undertake a little more of that.

Dr. **Winterton**. Actually, what I said is that businesses did not want to be in the business of education and training unless they had to. Certainly, they support apprenticeship programs and are finding ways to expand those. They are also looking at ways that they can help teachers get practical experience.

So we would agree, it really is a partnership; it is not one or the other. I think business and industry will really be willing to help education do a better job of teaching those basic skills, the entry-level skills, and they will help refine those and work in partnership to build beyond that. So it is not one or the other. They do support apprenticeship.

Senator **Kassebaum**. Just briefly, too, you mentioned applied academics. Could you elaborate just a moment on that and how you envision it working?

Dr. **Winterton**. There are a number of efforts currently going on. Ohio has been a progressive leader. There are also 46 States through vocational education that have developed programs that teach math, science, in the context of how you use it on the job. So goodness knows, we might even find out how you use algebra in the real world.

A lot of students learn better from that practical approach, and it really helps them to be more productive on the job. I think that probably would benefit a large number of students, not just those concentrating on vocational/technical education.

Senator **Kassebaum**. Thank you very much.

Thank you, Mr. Chairman.

Senator **Pell**. Thank you all very much.

Could Panel 2 be prepared? We are going to recess the committee for a moment because there is a roll call vote going on, and it may well be followed by another. So I would say that at the earliest, we will not be back for about 20 minutes.

So the second panel—Dr. Bright, Dr. Oswald, Ms. Lawrence and Mr. Walter—should be prepared in about 20 minutes.

[Recess.]

Senator **Kassebaum**. The subcommittee will come to order.

First, the Chairman, Senator Pell, because we are running so late, has a scheduling conflict. He has asked if I would take over and complete the hearing. We both would like to say how much we appreciate everyone's patience.

I want to introduce first Mr. Franklin Walter, Superintendent of Public Instruction, Ohio State Department of Education, who has to catch a plane. So, if the rest of the panel doesn't mind, Mr. Walter will proceed. Then you can feel free to leave if you have to do so.

STATEMENT OF FRANKLIN B. WALTER, SUPERINTENDENT OF PUBLIC INSTRUCTION, OHIO STATE DEPARTMENT OF EDUCATION, COLUMBUS, OH, ON BEHALF OF COUNCIL OF CHIEF STATE SCHOOL OFFICERS, ACCOMPANIED BY GORDON AMBACH, EXECUTIVE DIRECTOR, COUNCIL OF CHIEF STATE SCHOOL OFFICERS

Mr. **Walter**. Thank you very much.

It is a privilege for me to be here, and Gordon Ambach, Executive Director of The Council for Chief State School Officers, is here with me, and if there are questions that need to be answered, he may do that in my absence, and I appreciate that.

On behalf of The Council of Chief State School Officers, it is a privilege to be here and present our testimony on vocational education. We firmly believe that vocational education is a vital part of our educational system for our young people and our adults if we are to prepare a work force for the 21st Century and beyond.

I would like to identify the pivotal issues that we are addressing and thing should be addressed in the reauthorization of the Perkins Act.

The first is to leverage program change and to improve the quality of programs, especially for those with special needs. And we emphasize the special needs, people who really and truly need the opportunities provided by vocational education.

The second major thrust is to integrate the vocational and academic curricula. It has been mentioned earlier that we in Ohio have done a great deal with integrating the academics and vocational education to prepare young people for lifelong learning, as well as the job skills needed for success in the workplace.

Third, to assure vocational/technical education opportunities which are streamlined and of the highest quality, so that they are up-to-date for the jobs that are emerging.

Fourth, to assure that vocational/technical program changes are connected to the major educational reform efforts. As education reforms, our vocational education must reform also.

And finally, to expand the impact of vocational/technical education in addressing social and economic issues through collaborative interagency programs.

I'd like to call attention to the very specific points in our recommendations, copies of which have been made available.

First, the Perkins Act should be reentitled and focused with a new definition of vocational/technical education which integrates academic and occupational studies.

Second, funding should be directed to serve special populations with particular concentration on the economically disadvantaged.

Third, substantial funds under the Act must be directed toward improving programs. Approximately 40 percent of the State Basic Grant should be used to change the system, that is, to leverage change through staff and curriculum development, especially in connecting academic and occupational studies; to link vocational/technical education with JTPA, adult education and services under the Family Support Act; to support economic development activities; and to develop performance standards for evaluating effectiveness of programs and assuring accountability.

Approximately 60 percent of each State Basic Grant should be allocated to localities either by formula or competitive grant to expand or strengthen vocational/technical education services.

Fourth, Federal funds must be used to achieve measurable outcomes which are determined through new provisions for improved needs assessment, data collection, development of performance standards, and requirements on States and localities to demonstrate program results.

Fifth, if funds under the State Basic Grant are distributed to localities by formula, States must be authorized flexibility to assure funds reach area technical schools serving the targeted special population groups.

Sixth, new initiatives before the subcommittee to establish Tech-Prep or 2-plus-2 projects are supported, because we believe there should be a continuum of learning from the secondary school into the postsecondary school.

There is an urgency to strengthen our vocational/technical education capacity in this Nation as set forth in the report and in our recommendations. We, as members of The Council of Chief State School Officers look forward to assisting you in any way possible in this very major undertaking, and we believe this subcommittee has a great opportunity to significantly improve our vocational education program.

Thank you.

[The prepared statement of Mr. Walter (with a publication titled "Recommendations for a Vocational Technical Education Act," November 1988, retained in the committee files) follows:]

PREPARED STATEMENT OF MR. WALTER

Mr. Chairman, Members of the Subcommittee, I thank you for this opportunity to present recommendations for reauthorization of the Carl D. Perkins Vocational Education Act. My statement represents the views of State commissioners and superintendents of education across the nation through our Council of Chief State School Officers (CCSSO) as expressed in our report, "Recommendations for a Vocational Technical Education Reauthorization," unanimously adopted in November 1988.

Vocational/technical education is an essential part of American education. Since 1917, a Federal investment in vocational education has helped to guide the commitment of State and local resources to build an occupational education system. The effectiveness of that system underpins the success of such Federal programs as the Job Training partnership Act (JTPA), Adult Education Act, and the Family Support Act of 1988. We must make certain the system is improved so that it provides America with a world class work force.

Our economy is changing and will change rapidly in the future. The Perkins Act must be revised to anticipate economic change and make our work force ever more productive. This subcommittee has a special opportunity to make significant advance with this Act to assure that preemployment programs for youth and adult training and retraining programs produce highly competitive employees in an international marketplace.

The pivotal issues in reauthorization are to reform the Perkins Act to accomplish five objectives:

1. To leverage program change and improve the quality of programs, especially for those with special needs.
2. To support the integration of vocational and academic curricula.
3. To assure vocational technical education opportunities which are streamlined and of the highest quality are available and accessible to all.
4. To assure that vocational technical program changes are connected to major educational reform efforts and respond to national education and training priorities and regional economic needs.

5. To expand the impact of vocational technical education in addressing social and economic issues through collaborative interagency programs.

These objectives are essentially the same as those which guided the House of Representatives in its reauthorizing action in April.

To achieve these objectives, we have eleven specific recommendations on Pages 5–8 of our attached report. For this brief, oral presentation I summarize the following points which we hope would guide your action:

First, the Perkins Act should be reentitled and focussed with a new definition of vocational technical education which integrates academic and occupational studies.

Second, funding should be directed to serve special populations with particular concentration on the economically disadvantaged. This direction should be established whether funds are transmitted locally by competitive grant or formula.

Third, substantial funds under the Act must be directed toward improvement of programs. Approximately 40 percent of the State basic grant should be used to change the system, that is, to leverage change through staff and curriculum development, especially in connecting academic and occupational studies; to link vocational technical education with JTPA, adult education and services under the Family Support Act; to support economic development activities; and to develop performance standards for evaluating effectiveness of programs and assuring accountability. Funds for program administration should also be provided from this part of the State grant.

The 40 percent for program improvements should be used to enhance quality and respond to local unmet needs. Each locality receiving funds should identify in its application the persons to be served, including large concentrations of special populations or those in economically depressed areas; the use of funds; outcomes expected; need for staff and curricula development; and planned Federal program integration (with JTPA, etc). States must identify in their plans how program improvement funds will be used to respond to the local needs and priorities identified.

Approximately 60 percent of each State basic grant should be allocated to localities either by formula or competitive grant to expand or strengthen vocational technical education services. This support should assure connection of academic and occupational curricula; instruction in basic and high-order skills; successful occupational preparation; and school-to-work transition for students most in need of such services.

Fourth, Federal funds must be used to achieve measurable outcomes which are determined through new provisions for improved needs assessment, data collection, development of performance standards, and requirements on States and localities to demonstrate program results.

Fifth, if funds under the State basic grant are distributed to localities by formula, States must be authorized flexibility to assure funds reach area technical schools serving the targeted special population groups.

Sixth, new initiatives before the Subcommittee to establish Tech-Prep or 2-plus-2 projects are supported. We urge this program be administered in each State by the sole State agency which also administers the State basic grant. Effective coordination between Tech-Prep and basic grants funds to secondary schools and community colleges must be assured. That will not occur if Tech-Prep is administered directly from Washington.

Mr. Chairman and members of the Committee, the urgency for strengthening vocational technical education capacity in our Nation is set forth in our report. The task is to change current provisions so that the Perkins Act will be a driving force in reshaping the total Federal, State, and local commitment to preparing students for productive employment in the international marketplace. We look forward to assisting you with this opportunity. Thank you.

Senator KASSEBAUM. Thank you very much, Mr. Walter.

I would just like to say, too, that Senator Metzenbaum wanted to give special greetings to you and to Dr. Bright. Ohio is well-represented on this panel, and he was sorry he could not be here today.

Before you leave—and I am sure you would like to be able to go on, and we would welcome Mr. Ambach stepping up and taking your place—I have one question. You mentioned improving programs, and several times this morning people have mentioned how important it was to have better training of teachers. Do you see this as a component that merits greater focus?

Mr. **Walter**. It is a very important component and one that we have used Federal vocational funds for in the past through staff development and curriculum development. I am sure that Dr. Bright will be able to speak to that, too, from his perspective of higher education.

In Ohio, we have five centers where we train people from business and industry for certification in vocational education. We believe that their experience plus what they need to deal with the classroom situation is very, very essential in providing instructors who are up-to-date and who know the needs of business and industry. But there is no question that what is very, very important to focus on is staff development and the development of curriculum materials so that our vocational education programs are taught by able persons with good materials.

Senator **Kassebaum**. Thank you very much. We appreciate your being here, and please feel free to leave if that will help you.

Mr. **Walter**. Thank you, Senator.

Senator **Kassebaum**. Next, Ms. Martha Quint Lawrence, who is Chairman of the Iowa State Council on Vocational Education, Vice President of the National Association of State Councils on Vocational Education. It is a pleasure to welcome you.

STATEMENT OF MARTHA QUINT LAWRENCE, CHAIRPERSON, IOWA VOCATIONAL EDUCATIONAL COUNCIL, AND VICE CHAIRPERSON, NATIONAL ASSOCIATION OF STATE COUNCILS ON VOCATIONAL EDUCATION, CEDAR RAPIDS, IA

Ms. **Lawrence**. Thank you, Senator.

I am very pleased to be here today representing 676 State Council members who annually contribute over 8,000 days to volunteer services toward this Nation in vocational education.

When I am not involved in volunteer work representing small business on Iowa's Council, I am a small businessperson. I am an attorney with the law firm of Faches Gloe, Quint and Martin in Cedar Rapids, IA.

First, I want you to know that all State Councils on Vocational Education across this Nation recognize the importance of vocational education and the importance of improving cooperation and coordination among local program service providers who are funded through the Carl D. Perkins Vocational Education Act, Job Training Partnership, Vocational Rehabilitation, Adult Education, Wagner-Peyser, and the Family Assistance acts.

Although all students are serviced by vocational education, we recognize that Federal funds are to be directed toward areas of greatest need, and we recognize that the disadvantaged and the handicapped people of this Nation must have improved access to the skills and technical knowledge taught in vocational programs so that as a Nation, we can better compete in the world economy, and that the disadvantaged and the handicapped can receive the economic benefits of higher-paying jobs.

In order to achieve the goals of quality education in employment for all persons and especially the disadvantaged and handicapped, we believe it is necessary for Congress to reauthorize two councils in each State. One council would be similar to the Education Council, which we now have as State Vocational Education Councils, and the other council would be similar to the JTCC, the Job Training Coordinating Council.

The reason we believe two councils are important is that the first council mentioned is dealing with basic academics, job readiness, job-specific skills and related technical knowledge. The second council is dealing primarily with the development of job-readiness skills and job placement.

The council dealing with education would be dealing with Carl Perkins, Adult Education, Family Assistance acts, and under the Job Training Partnership Act, Title II-A 8 percent funds.

The second council would be dealing with the Job Training Partnership Act, the Rehabilitation Act, Wagner-Peyser, Trade Bill, and Family Assistance acts.

We believe it is essential that both councils have strong private sector involvement. We believe coordination can come through the work of a State coordinating council, which would be made up of agency heads who work with the various Federal acts which are implemented in each State. We believe that the State needs to have a State coordination plan to see that there is true coordination.

There are three items that I wish to emphasize in my testimony. The first is, in council work, we believe it is essential to have continuation of private sector involvement. Second, we believe that councils need to be independent and autonomous. And thirdly, we believe that the State Council on Education needs as strengthened role in the Vocational Education Act.

Addressing the first point, continuation of private sector involvement as being essential, we recognize the professional educators and other program operators are mostly concerned with the day-today responsibilities and frequently do not have the time to give attention to cooperation and coordination mandates which would better serve the clients. We believe that as State Councils, we have in the past and can in the future provide catalytic action through policy vision, and in the written testimony submitted, we have given examples of what each State has been doing in this area.

We also have recommendations concerning private sector involvement.

We believe that as State Councils on Education, we have been able to give Congress more bang for the buck.

Concerning independence and autonomy of State Councils, we believe it is necessary to effect the coordination and cooperation that you desire. We believe that we can help motivate holistic services which are needed by disadvantaged and handicapped persons in this Nation. Our written testimony also addresses recommendations which can improve the independence and autonomy of State Councils.

Last, we believe that State Councils can be strengthened in the oversight role that we have been given on various Federal acts. We believe we can improve coordination, and we believe that we have a major role in policy vision apart from administrative duties that occupy many persons.

I would like to thank you again for the opportunity to represent the State Councils here.

Senator KASSEBAUM. Thank you, Ms. Lawrence.

[The prepared statement of Ms. Lawrence follows:]

PREPARED STATEMENT OF MARTHA QUINT LAWRENCE

Good morning Senator Pell and members of the Senate Education Arts and Humanities Subcommittee. I am Martha Quint Lawrence, member of the Iowa Council on Vocational Education and Vice President of the National Association of State Councils on Vocational Education. Today I am representing 676 state council members who annually contribute an average of 8,112 days of volunteer service to this nation. When I am not involved in volunteer work representing small business on Iowa's Council, I work as an attorney/partner in the Faches, Gloe, Quint, and Martin Law Firm in Cedar Rapids, Iowa.

First, I want you to know that all State Councils on Vocational Education across this nation recognize the importance of improving cooperation and coordination among local program service providers financed by the Carl Perkins Vocational Education, Job Training Partnership, Rehabilitation, Adult Education, Wagner-Peyser, and the Family Assistance acts. All these acts are crafted so that disadvantaged and handicapped people of this nation can be fully employed. Although all students are served by vocational education, we recognize that federal funds are to be directed toward areas of greatest need. We also recognize that the disadvantaged and handicapped people of this nation must have improved access to the skills and technical knowledge taught in vocational programs so that this nation can better compete in a world economy and the disadvantaged and handicapped can receive the economic benefits of higher paying jobs.

In order to achieve the goals of quality education and employment for the disadvantaged and handicapped, we believe it is necessary for Congress to reauthorize two councils in each state. These councils should be charged with developing and recommending policy for each of the two major types of programs and services provided in the applicable laws. (The first imparts basic academic, job readiness skills, and job specific skills and related technical knowledge, while the second emphasizes development of job readiness skills and job placement.)

One private sector council, "The State Council on Applied Education and Training" (now the State Council on Vocational Education) would be responsible for evaluating and recommending policy on the Carl Perkins, the Adult Education, the Family Assistance Acts, and the Job Training Partnership Act Title IIA 8% funds. The second private sector council (now the State Job Training Coordinating Council) would be responsible for the evaluation and oversight of the Job Training Partnership, Rehabilitation, Wagner-Peyser, Trade Bill, and Family Assistance Acts.

To achieve coordination and cooperation, these two private sector councils would advise and oversee the work of a State Coordinating Council made up of agency heads who administer the various federal acts designed to move the disadvantaged and handicapped into successful higher paid employment. The State Coordinating Council would be required to develop a state coordination plan.

Following, I will emphasize three items. First, is the importance of continuation of the private sector involvement as part of the Carl Perkins Vocational Education Act Reauthorization. Secondly, independence and autonomy of the State Council on Applied Education and Training is essential and, finally, a strengthened role for the State Council on Applied Education and Training is critical.

1. Continuation of private sector involvement is essential. Professional educators may be more concerned with details of instruction than with policy. On the other hand, local and state policy boards often focus on institutional-wide or system-wide issues. Both approaches may lead to policies that unknowingly may be detrimental to the disadvantaged and handicapped.

   Other program operators (Job Training Partnership, Rehabilitation, Wagner-Peyser, Adult Education, and Family Assistance) are also mostly concerned with day-to-day responsibilities and frequently do not give attention to coordination and cooperation mandates which hold the potential for better service for clients. The State Council on Applied Education and Training will continue to (as have the State Vocational Education Councils in the past) provide the catalytic action through policy vision. (For evidence of past Council successes see the attached Appendix).

Membership of the State Council on Applied Education and Training should be limited to fifteen individuals with at least ten equitably representing business, industry, agriculture, and organized labor.

Adequate direct federal funding should be provided for the State Council on Applied Education and Training from the various acts being overseen by this council. Appropriation increases for all councils should be shared proportionately by all.

In conclusion, State Councils on Applied Education and Training can help Congress get more "bang for the (taxpayers) buck".

2. Independence and autonomy of the State Council on Applied Education and Training is essential in order to affect the coordination and cooperation desired by Congress and to motivate the "holistic" services needed by the disadvantaged and handicapped citizens of this nation.

   In order to guarantee this independence and autonomy of the councils, it is essential that Congress include the following in the reauthorization.

   A. The fiscal agent for the State Council on Applied Education and Training shall not be an agency or institution responsible for policy, administration, or determining the expenditure of funds (except for the State Council on Applied Education and Training) under any act for which the State Council on Applied Education and Training is charged with duties relative thereto, and,
   B. Without regard to state statutes to the contrary, the State Council on Applied Education and Training is authorized to employ and determine

compensation of individuals as is necessary to achieve the purposes of this act, and,

C. The staff of the State Council on Applied Education and Training shall be responsible only to the council and shall not report to any administrator of any agency administering any of the applicable acts that are being overseen by the council.

3. Strengthening the role of the State Council on Applied Education and Training is essential if Congress is serious about improving the local coordination of the various federal acts designed to serve the disadvantaged and handicapped of the nation. In order to improve coordination of applicable federal acts, we recommend State Councils on Applied Education and Training be required to focus on major policy issues and not administrative minutia. In addition they should:

- have sign-off authority on the state vocational education plan and the coordination plan for the applicable federal acts.
- develop and recommend to the Governor, legislature, and state coordinating council, policies that will improve coordination and cooperation among the applicable federal acts.
- review and recommend action on JTPA Title IIA 8% coordination projects and define projects that need to be implemented to improve cooperation and coordination.
- review the distribution of federal and state financial assistance for the applicable acts and recommend new allotment methods that will improve cooperation and coordination.
- assess at least every two years the extent to which employment and training, vocational education, rehabilitation services, public assistance, economic development, and other federally and state funded programs and services represent a consistent, integrated, and coordinated approach to meeting such needs.

APPENDIX

SHATTERING THE MYTH

An assessment of major accomplishments of State Councils on Vocational Education

Assessment and Analysis Conducted by
Dr. Larry Barnhardt and Dr. E. Michael Latta
in collaboration with Dr. John Mercer

NASCOVE Subcommittee on Staff Development

Presented to

National Association of State Councils on Vocational Education

June 1989

SHATTERING THE MYTH: An assessment of major accomplishments of State Councils on Vocational Education

INTRODUCTION

This report presents an assessment of the work of State Councils on Vocational Education authorized by the Carl D. Perkins Vocational Education Act of 1984. The assessment is based on a description of over 200 initiatives described in response to a survey conducted by the National Association of State Councils on Vocational Education. Each State Council was asked to describe what it considered to be its key initiatives, recognizing that they would not represent the entire scope and nature of Council accomplishments.

Appendix A provides a capsule description of these major accomplishments, the briefness of which does not do justice to the significance of what was accomplished by State Councils.

In addition, Appendix B provides a summary of the 1987 biennial evaluation earlier reported by the National Association of State Councils on Vocational Education in its newsletter "SCOVE ALERT," dated Summer 1987.

FINDINGS

The findings of this assessment indicate that State Councils have addressed the full gamut of their responsibilities mandated in the Act.

Primary findings of this assessment reveal a set of major issues addressed by State Councils across the country. Furthermore, these primary findings reveal hard-working, creative State Councils intent on improving the quality and equity of vocational-technical education programs, services and activities.

To reflect the major accomplishments of State Councils over the past four years, each State Council was asked to identify the specific mandate of the Carl D. Perkins Act of 1984 which the accomplishment addressed (see Appendix C). While a Council may have addressed one mandate through a specific activity or project, the scope of the project or activity had the effect of addressing more than one mandate. An analysis shows that nearly one-fourth of the major accomplishments reported addressed the mandate on policy advisement. The following indicates the percent of times a given mandate was identified as being addressed by a major accomplishment:

Mandate 1 = 7.8%
Mandate 2 = 23%
Mandate 3 = 8%
Mandate 4 = 6.8%
Mandate 5 = 14.1%

Mandate 6 = 3.6%
Mandate 7 = 15.8%
Mandate 8 = 9.5%
Mandate 9 = 10.7%

This assessment would indicate that the major emphases of the work performed by State Councils over the past four years was on:

1. policy advisement
2. enhancing greater private sector participation
3. recommending practices relating to business concerns
4. evaluation of the effectiveness and adequacy of the VTE/JTPA delivery systems

The findings of this report also show that Councils addressed issues generic to their own state; doing different things from different perspectives, which is one of the major strengths of State Councils. These major accomplishments represent a wide diversity and richness of creative and innovative ways of addressing issues unique to the resources, politics and organizational structure of their respective states.

THE CONSTRUCTIVE WORK OF THE COUNCIL

The wealth of information provided in this assessment indicates significant and substantive change has occurred in many states over the past four years. These changes are a result of constructive work that presents reasonable alternatives to addressing major policy issues.

Initiatives cited by Alabama, Louisiana, Minnesota, Mississipp, Missouri, Nevada, North Dakota, Texas, Vermont and West Virginia indicate significant work done by the Council relating to their assisting in the restructuring of secondary and postsecondary vocational-technical education.

Initiatives cited by California, Colorado, Georgia, Indiana, Kansas, Louisiana, Mississippi, New Hampshire, North Carolina, Pennsylvania, South Carolina and Washington indicate significant work in moving the state planning process away from a compliance document for the state to receive federal dollars to one where the State Plan is a true planning document for vocational-technical education.

Initiatives cited by Arkansas, Maine, Puerto Rico and Rhode Island indicate significant work done by Councils relative to the governance of vocational-technical education.

Initiatives cited by Delaware, Maine, Michigan, Ohio, and Texas indicate significant work in having basic academic skills integrated into the vocational-technical education curriculum.

One of the major findings of this assessment is that Councils, collectively, have worked to heighten the credibility of vocational-technical education delivery systems to the private sector and other entities of government who do not ordinarily pay attention to vocational-technical education. Councils have worked to increase the sensitivity of these publics to the ability of vocational-technical education to help further their goals.

> Initiatives cited in Alabama, Arkansas, Delaware, District of Columbia, Georgia, Guam, Idaho, Illinois, Indiana, Iowa, Louisiana, Michigan, Minnesota, Montana, New Mexico, New York, North Carolina, North Dakota, Ohio, Oklahoma, Vermont, Virginia, and Washington indicate significant efforts relating to the expansion and enhancement of private-sector partnerships in vocational-technical education.

In many states, Councils have become the conduit or major communication network, on issues relating to vocational-technical education, to key individuals and organizations outside vocational-technical education.

> States such as Hawaii, Illinois, Maryland, Minnesota, New Hampshire, New Mexico, North Dakota, Oregon, Pennsylvania, Texas, and Virginia are publishing periodic newsletters to highlight education and training information relevant to business, industry, and education.

The findings indicate that State Councils have become major advocates for special populations for access to quality vocational-technical education programs and support services to succeed in those programs.

> Initiatives cited in Florida, Illinois, Kentucky, Maryland, Michigan, Minnesota, Missouri, Nebraska, New Mexico, Oklahoma, South Dakota, Virginia and Washington would indicate a major advocacy role exists in promoting greater access to quality vocational-technical education.

The findings also indicate that many Councils have achieved beyond the mandates of recommending procedures, and some have actually carried out their own recommendations.

> Initiatives cited by Alaska, Arizona, Connecticut, Georgia, Illinois, Massachusetts, Nevada, New Mexico, New Jersey, New York, North Dakota, Tennessee, Utah, the Virgin Islands, Wisconsin and Wyoming indicate work performed beyond the general scope of the mandates.

These issues would indicate that Councils asserted real leadership.

THE INVISIBLE WORK OF THE COUNCIL

The impact of change, particularly substantive change, is difficult to measure, especially over the short term. There are many subtleties which assist in the creation of change. The very presence of State Councils helps create change. Just the fact that an issue is raised causes many people to begin considering ways of addressing the issue. In some instances, state departments and others begin to move on recommendations before they are published in a report. The public hearings, which are one of the duties of State Councils, are instruments of social and economic change and, as a result of issues being raised, create a sensitivity to the issue and a desire to resolve it.

The work of the State Councils is done in large measure from the point of being "friendly critics" or critical advocates of quality vocational-technical education. This means that, while Councils are advocates, they do not blindly accept everything that is happening just because it is called vocational-technical education. Most Councils do not carry out their work in street brawls or in a vengeful, vindictive manner but, rather, they are genuinely concerned about serving the needs of students through quality instruction to meet the needs of a changing workplace. If that is not happening, Councils are willing to take the risk of promoting restructuring or other methods to see to it that key decision makers are presented with reasonable alternatives to create the desired change.

Some estimate that the work of generating an evaluation or any other report represents 15-20 percent of the work in getting its findings and conclusions addressed. The other 80-85 percent is the "gentle prodding" that is done in meetings and conversations to promote the recommendations.

Many of the things that are not measurable are the things that an efficient and effective agency does and sustains but are never put in a work plan or written about in a report.

CONCLUSION

The conclusion reached as a result of this review and assessment of the major accomplishments of State Councils on Vocational Education is that the vast majority (not the minority) are effective and credible in carrying out the responsibilities under the Perkins Act. The significant accomplishments of these Councils to move the vocational-technical education delivery systems in meeting the challenges of the changing workplace should be provided to Congress.

APPENDIX A

MAJOR ACCOMPLISHMENTS OF STATE COUNCILS ON VOCATIONAL EDUCATION

ALABAMA

Worked to secure adoption of Principles of Technology.

Worked to provide greater equity in the distribution of spending at the postsecondary level.

Worked to integrate the dual system of technical colleges and junior colleges and expand services.

Worked to expand the role of two-year colleges to provide comprehensive services including short-term training for expanding business/industry.

Worked to gain more business people involved in the state planning process.

ALASKA

Worked to develop standards for secondary VTE.

Worked to create a speakers/writers bureau to improve the image of VTE.

Worked to collaborate with the SJTCC and PIC to develop coordinated policies and fiscal recommendations--may lead to the creation of a mini-cabinet and statewide policies on employment and training.

Worked to develop a comprehensive State Plan for VTE.

Worked to establish and staff a statewide advisory committee relating to policies of the university VTE programs.

Worked to create a JTPA/education coordinating committee to coordinate Perkins/JTPA activities.

Worked to develop and implement a school counseling program.

Worked to revise policy on program evaluation of VTE.

ARIZONA

Worked to evaluate effectiveness and adequacy of VTE.

Worked to expand awareness of SCOVE members regarding North Central Association.

Worked to evaluate effectiveness of SCOVE.

Worked to provide direct involvement in State Plan.

Worked to motivate SCOVE in assisting VTE with other activities.

ARKANSAS

Worked to create an Articulation Commission for transfer of vocational courses between levels at secondary, postsecondary, and higher education institutions.

Worked to study the vocational delivery system in the state, through Governor's appointing Council members as the Quality Vocational Education Review Commission; most of the recommendations are either being implemented or are being considered for implementation.

Worked to assist a local community to set up locally sponsored education and training where none is currently available, through the participation of local employers.

Worked to study the governance structure for the delivery of vocational education in the state and recommended that a strong proposal to change it would have a negative impact; even though legislation was introduced to make the change, the Council's position prevailed.

Worked to look at the state as a whole, rather than as individual parts; interest is overall effectiveness.

CALIFORNIA

Worked to expand local coordination efforts.

Worked to have VTE courses included as a quality alternative to graduation requirements.

Worked to gain active involvement of business/industry in a national forum.

Worked to expand the State Plan process beyond an operational plan to a policy document.

COLORADO

Worked to implement a new postsecondary funding mechanism.

Worked to implement a comprehensive State Plan for vocational education.

Worked to improve coordination among state agencies as a result of Council's evaluations.

Worked to implement a statewide articulation program for vocational programs.

Worked to implement a statewide evaluation system for vocational programs.

Worked to implement state technical committees to involve business and industry in planning and delivering vocational programs.

CONNECTICUT

Worked to develop the five-year comprehensive policy plan for Elementary, Secondary, Vocational, Career and Adult Education.

Worked to evaluate effectiveness and adequacy of VTE.

Worked to analyze distribution of spending.

Worked to revise the self-evaluation documentation and on-site evaluation process.

DELAWARE

Worked to promote expansion of area vocational schools that offer students both academic and vocational instruction.

Worked to promote expansion of tech-prep.

Worked to secure state funding for vocational student organizations.

Worked to expand career counseling in all Delaware high schools.

Worked to create Education Resource Association and Delaware Business, Industry, Education Alliance.

DISTRICT OF COLUMBIA

Worked to abandon the shared-time concept for vocational education centers and revert the career development centers to full-time comprehensive high schools with career education curricular tracks.

Worked to place vocational education under the new Division of Senior High Schools.

Worked to form public/private partnerships between vocational education and District of Columbia government and other agencies to form career education programs for postsecondary students.

Worked to implement volunteer advisory councils for each career education discipline.

Worked to provide hands-on experience for youth and adults in vocational programs.

Worked to provide monies for students to attend state and national conferences of their respective student vocational organizations.

FLORIDA

Worked to create greater accountability through the collection and analysis of additional data.

Worked to establish a placement information program.

Worked to expand entrepreneurial training.

Worked to secure greater access and the provision of auxiliary services for nontraditional enrollees and minorities.

Worked to expand successful programs designed to reduce dropouts.

Worked to develop consolidated plan for vocational education.

GEORGIA

Worked to help create a comprehensive marketing plan for VTE.

Worked to improve the State Plan process.

Worked to increase the involvement of employers in VTE and to keep equipment up to date.

Worked to create a "true planning document" among education/training and employment agencies.

Worked to create partnerships, direction, and image through a conference.

GUAM

Worked to set up a Bureau of Apprenticeship Training that would coordinate training programs for jobs needed by private sector industries.

HAWAII

Worked to develop and publish studies and reports which recommend improvements in vocational education programs and services; majority of the recommendations have been or are in the process of being implemented.

Worked to develop and distribute two needs assessment studies, with recommendations for improvement.

Worked to develop and distribute two volumes of a proposed three-part series on the assessment of the coordination between vocational education and JTPA, with recommendations for improvement of coordination directed to either or both JTPA and various education agencies.

Worked to develop a human resource study and strategic recommendations for Hawaii.

Worked to co-manage the state's first employment plan.

Worked to organize the vocational education community for a yearly Vocational Education Week Voc Fest.

IDAHO

Worked to improve the image of VTE in cooperation with business and industry.

Worked to evaluate the effectiveness and adequacy of VTE.

Worked to develop a long-term plan for VTE, in collaboration with the State Board for VTE.

ILLINOIS

Worked to strengthen program improvement efforts, particularly in areas of teacher education, internship, leadership development, equipment, curriculum, and in-service.

Worked to expand efforts in labor market information and technology.

Worked to enhance coordination efforts among public agencies.

Worked to expand access of minorities, single parents, teenage parents, dropouts, and incarcerated in quality VTE.

Worked to create public policy on key issues relating to VTE, especially financial resources, planning, maintenance of effort, accountability, and coordination.

INDIANA

Worked to help establish Indiana's Statute P.L. 217-87 which broadened the definition of vocational education and made it a partner equal to academic education.

Worked to promote a greater understanding of the effect of P.L. 217-87 within the education and economic development communities.

Worked to promote greater work/education partnerships through cooperative arrangements and through the production and distribution of public information materials.

Worked to evaluate effectiveness and adequacy of VTE.

Worked to improve and expand the delivery of VTE, especially tech-prep and comprehensive regional delivery systems.

Worked to strengthen the ties to the private sector, especially through advisory committees and technical committees.

Worked to expand VTE in such issues as postsecondary entrance requirements, educational reform, math-science academics, and integration of vocational education academics.

IOWA

Worked to secure a competitive proposal process for Title IIB, rather than entitlements.

Worked to secure a complete on-site review of area planning councils.

Worked to increase program diversity for secondary students.

Worked to expand private sector representatives on area planning councils.

Worked to evaluate effectiveness and adequacy of VTE.

Worked to provide for a more holistic approach to the delivery of JTPA and VTE services.

Worked to improve cooperation and coordination of VTE/JTPA by recommending the planning of congruent regional boundaries.

KANSAS

Worked to change State Plan to an action document; current "outcomes" oriented plan was developed by a committee which included two Council representatives.

Worked to integrate academic skills into vocational education curriculum.

Worked to promote development of Principles of Technology, Principles of Math, and Principles of Communication curriculum.

Worked to require local advisory committees at vocational institutions.

Worked to recommend cross-membership between PICs and local program advisory committees at community colleges-AVTs.

Worked to collaborate through membership of Council members on JTCC, PICs, Employment Services Board, State Chamber of Commerce, Manufacturers Association, state legislature, labor and apprenticeship boards, etc.

Worked to advocate on issues related to serving the disabled through membership of Council members on Governor's Committee on Employment of the Handicapped.

Worked to provide private sector involvement in on-site evaluations of AVTs and community colleges by having Council members sit-in on the evaluations.

KENTUCKY

Worked to address each of the mandates, with special emphasis given to coordination of services within and between vocational education, corrections, JTPA, preparatory education, etc., and evaluation of programs and activities.

LOUISIANA

Worked to create the development of an "actual" planning document, rather than a compliance plan.

Worked to promote apprenticeship programs be linked to area VTE schools.

Worked to promote entrepreneurship training.

Worked to promote the expansion and strengthening of high school guidance and counseling.

MAINE

Worked to promote career education k-adult--a result being an education/career plan for all eighth graders.

Worked to expand the definition of secondary VTE beyond terminal education, as presented in federal law.

Worked to promote competency based vocational education and the integration of academic and vocational education.

Worked to establish an independent system of governance for postsecondary VTE institutions.

Worked to form a joint planning process for the State Plan and Technical Committees.

MARYLAND

Worked to establish a formal apprenticeship program in Maryland Public Schools.

Worked to establish a network of summer training and education programs to help reduce the school dropout rate of at-risk youth.

Worked to improve the effectiveness of VIP committees.

Worked to actively involve SCOVE members in carrying out Council responsibilities.

Worked to evaluate effectiveness and adequacy of VTE.

MASSACHUSETTS

Worked to improve the coordination among VTE and employment and training.

Worked to expand public input into VTE.

Worked to change the distribution of spending to include both secondary and postsecondary.

Worked to bring together representatives of VTE and employment and training. Effort led to state incentives for articulation and now coordination and collaborative activities.

Worked to formulate policy in the development of the State Plan.

Worked to improve the coordination between JTPA and VTE by documenting types, purposes, costs, and benefits of coordination.

Worked to determine the mismatch between vocational education goals and achievement so as to improve VTE.

MICHIGAN

Worked to secure base-line data for use by state officials for further planning to enhance effective coordination.

Worked to promote the development of a policy on comprehensive guidance and counseling programs.

Worked to promote the emphasis of integration of academic and VTE and for students to meet the increased graduation requirements through the completion of VTE.

Worked to take a preactive approach to the State Plan of VTE.

Worked to study several policy questions relating to VTE, leading to the development of nine strategic recommendations.

Worked to evaluate effectiveness and adequacy of VTE.

MINNESOTA

Worked to improve the effectiveness of VIP committees by increasing the skills of staff relating to organizational structure and operation, small group process, and community relations.

Worked to expand and extend instructional programs and other services relating to entrepreneurial training.

Worked to evaluate effectiveness and adequacy of VTE.

Worked to generate case studies of successful public/private sector partnerships which identifies a classification system, key characteristics, etc.

Worked to create the development of learner outcomes for all elementary and secondary education.

Worked to improve the process of on-site evaluation.

Worked to promote greater clarity in addressing the complexity of equity issues.

Worked to expand and strengthen joint apprenticeship programs.

Worked to obtain relevant information to impact on the architectural and programmatic access of persons with disabilities.

MISSISSIPPI

Worked to promote the modernization of VTE.

Worked to increase the effectiveness of VIP committees.

Worked to develop a strategic planning guide for use in planning of all human resource development efforts.

Worked to secure frequent input from education regarding VTE.

MISSOURI

Worked to study the historical development of VTE in Missouri to determine a potential role for VTE.

Worked to gain significant insight into VTE from over 150 business, industry, and education leaders.

Worked to identify common components attributed to the success of VTE that exemplify the Perkins Act.

Worked to renew interest and increase effectiveness of VIPs.

Worked to evaluate effectiveness and adequacy of VTE.

Worked to study the delivery of VTE, which led to major recommendations relating to access, efficiency, and effectiveness.

Worked to create articulation region.

MONTANA

Worked to develop several position papers relating to issues of concern, including a Research/Development and Curriculum Center, college admission standards, basic education, VTE administrator standards, etc.

Worked to secure public comments on specific topics addressing VTE.

Worked to inform various publics about the neglected majority in Montana.

Worked to call attention to the impact of a changing economy and high technology on VTE.

Worked to evaluate effectiveness and adequacy of VTE.

Worked to create interest in expanding partnerships between business/industry and education.

NEBRASKA

Worked to create an awareness of the concerns of at-risk youth to local and state policymakers.

Worked to analyze the effects of increased graduation requirements on VTE and to advise on ways to increase enrollment in VTE.

Worked to expand opportunities for public input in VTE.

Worked to establish policy relating to training to meet the needs of employers/employees.

Worked to secure ongoing, substantive dialogue between SCOVE and the board.

NEVADA

Worked to clarify the role and function of occupational education.

Worked to expand community based work experience program for low-demand occupations.

Worked to expand small business development centers.

Worked to provide direct input into the development of a proposed course of study and program standards.

Worked to create greater awareness of VTE in the postsecondary--through miniconference--which has resulted in the legislative study commission on vocational education and proposed legislation to improve and expand occupational education.

Worked to assess current services to special populations, which resulted in recommendations designed to enhance greater participation of special populations in occupational education.

NEW HAMPSHIRE

Worked to form a comprehensive inter-agency task force to develop the State Plan.

Worked to expand VTE to become more responsive to the business community.

Worked to stimulate and enhance the effectiveness of VIP committees.

Worked to determine and promote improvements to address the needs and status of out-of-school youth.

Worked to evaluate the effectiveness and adequacy of VTE.

NEW JERSEY

Worked to begin the dialogue on and organization of a Governor's Office of Planning for Training and Technology.

Worked to coordinate services between the Secondary Vocational Education System of County Vocational Schools and the Postsecondary System of County Community Colleges in which was created shared program sponsorship, shared facilities, and acceptance of credit for degrees through the secondary and postsecondary programs offered in the vocational schools.

Worked to promote broader participation in the State Plan by the public and especially the deliverers of vocational programs including comprehensive systems, postsecondary systems, private sector business-industry training systems, the parochial and proprietary school systems, and the CETA and JTPA programs deliverers.

Worked to develop a system of accountability and evaluation of program funds for vocational education in which clarity of objectives for training and education were articulated to the local districts, especially as these objectives related to at-risk students and programs utilizing business-industry-labor needs objectives.

Worked to coordinate and regulate local advisory councils which were utilized for oversight on vocational program implementation and program quality and modernization, especially as that implementation necessitated new technologies of business and industry.

NEW MEXICO

Worked to develop a State Education Resource and Service Directory.

Worked to promote expansion of education/training for incarcerated.

Worked to increase effectiveness of VIP committees to expand involvement of local businesses in VTE.

Worked to increase the public's awareness of VTE.

Worked to assess the perception of employers regarding the kind and proficiency of skill level attained by their employees who attended VTE.

Worked to evaluate effectiveness and adequacy of VTE/JTPA.

NEW YORK

Worked to expand efforts in curriculum development.

Worked to receive input from business and labor and effect change on the education establishment.

Worked to move a series of recommendations from the Council to the Board of Regents and note their inclusion in policies.

Worked to continue modification of the Regent's Action Plan so that it provides access to more students to enroll in occupational-technical education programs.

Worked to establish service area planning throughout the state which enables better local program coordination, efficiency in use of resources and improves communications between and among agencies.

Worked to continue improvement and acceptance of evaluations for and by local agencies which include use of private sector individuals.

Worked to promote use of results of 15 technical committees which the State Council managed.

Worked to build an effective local level system of councils that provides information for use by State Council concerning achievements and areas of concern.

Worked to promote development by the State Education Department of a comprehensive assessment for students with disabling conditions.

NORTH CAROLINA

Worked to assure the development of a complete plan on VTE.

Worked to establish programs for nondegreed teachers, in general, and to secure Auto Service Excellence certificates for auto mechanics instructors.

Worked to establish a VTE institute designed as a bridge between VTE and business/industry.

Worked to assure equity in the distribution of federal spending between secondary and postsecondary.

Worked to evaluate the effectiveness and adequacy of VTE.

NORTH DAKOTA

Worked to develop "Common Elements" for use by SCOVEs on their responsibility to evaluate VTE/JTPA/Coordination.

Worked to collaborate with JTPA and VTE in the identification of barriers to coordination.

Worked to promote an expanded role in economic development among two-year colleges.

Worked to determine the extent to which VTE is training for jobs that exist.

Worked to promote an expanded emphasis on adult and industry education and training.

Worked to create and promote the modernization of VTE through the identification of "desired student outcomes" and the development of a "model curricular framework."

OHIO

Worked to strengthen academics in VTE.

Worked to expand and strengthen the work of VIP committees.

Worked to expand instruction in Statistical Process Control to enhance a more productive and competitive manufacturing work force.

Worked to expand the teaching of higher order thinking skills in VTE.

Worked to evaluate effectiveness and adequacy of VTE focused as linkage between VTE and PIC.

OKLAHOMA

Worked to strengthen the private sector participation on state and local coordinating councils, local vocational education advisory committees, local private industry councils (with educational representation), and state technical committees.

Worked to assist new and existing small businesses and industries in establishing a more secure business operation.

Worked to assist local educational agencies in developing programs for the disadvantaged, handicapped, and special populations (displaced homemakers, nontraditional students, single parents, and at-risk/dropout students).

Worked to assure equity in the distribution of funds between secondary and postsecondary institutions and between rural and urban areas to ensure equal access to vocational education for all students.

Worked to develop a strong vocational education training program for incarcerated.

Worked to promote greater cooperation between area vocational-technical schools and JTPA/Service Delivery Areas to ensure adequate training and retraining for dislocated workers and unemployed and underemployed individuals.

OREGON

Worked to bring together resources and agencies to plan and implement action to improve VTE.

Worked to expand the understanding of public educators regarding careers outside of education.

Worked to communicate news regarding education/training to people outside education--"Spotlight."

Worked to evaluate effectiveness and adequacy of VTE.

PENNSYLVANIA

Worked to impact on the development of the State Plan, the inclusion of academic/VTE integration, and secondary/postsecondary articulation.

Worked to promote strengthening VTE programs to State Board and legislature.

Worked to have the Board comply with federal regulations relating to the spending of disadvantaged funds.

Worked to expand the Board's program evaluation process to address quality in addition to compliance.

Worked to evaluate effectiveness and adequacy of VTE.

PUERTO RICO

Worked to expand representation from manufacturing in public meeting.

Worked to create a State Board for Vocational Education.

Worked to evaluate effectiveness and adequacy of VTE.

Worked to establish Information and Evaluation Centers designed to expand career guidance services to students.

Worked to increase participation of representatives of the Manufacturing Association on VTP committees.

Worked to promote the expansion of entrepreneurial skills of VTE students.

RHODE ISLAND

Worked to assess the funding priorities for VTE as it evaluated the effectiveness and adequacy of VTE.

Worked to secure full reimbursement of cost of LEA participation with area vocational centers.

Worked to revise policies relating to governance of VTE.

Worked to establish a state statute creating a policy on VTE.

Worked to improve the VTE delivery system through the conduct of the statewide evaluation of VTE.

SOUTH CAROLINA

Worked to oversee a state law on articulation and coordination of vocational, technical, and adult basic education.

Worked to expand private sector involvement and the strengthening of VTE for the handicapped.

Worked to gather data and report on issues relating to VTE as required by state law.

Worked to improve the State Plan.

Worked to secure additional state funding for VTE.

Worked to expand local articulation and coordination of education and training program.

SOUTH DAKOTA

- Worked to require South Dakota's colleges and universities add courses specific to vocational education to the curriculum for guidance counselors and administrators and that a portion of the practicum must be spent in a vocational school.

Worked to enable students to satisfy academic graduation requirements with vocational courses.

Worked to have South Dakota Board of Education establish day-care centers on the four postsecondary campuses.

Worked to have a booklet published on methods of increasing services to special needs students to address weaknesses identified by Council during program reviews.

Worked to develop Educators in Industry program through which educators will be able to receive renewal or graduate credit.

TENNESSEE

Worked to implement the Principles of Technology, Math, and Applied Communications programs in local school systems.

Worked to develop and provide teacher in-service for competency vocational education program frameworks for all vocational courses.

Worked to implement the occupational career guidance initiative in Tennessee.

Worked to devise a new program evaluation plan where each vocational class is evaluated by the state twice within a five-year period.

Worked to develop vocational education teacher-in-industry summer internship program.

TEXAS

Worked to reform vocational education at the secondary level.

Worked to develop a new curricular framework for secondary vocational education.

Worked to develop an integrated delivery system on education and training for employment based on regional planning.

Worked to determine and promote the economic impact of VTE in terms of higher worker wages, lower unemployment, increased sales tax receipts, and reduced welfare cost.

Worked to strengthen literacy in vocational education.

UTAH

Worked to promote the concept of "added cost," which has added millions of state dollars to VTE.

Worked to promote VTE as the primary thrust of the state community colleges.

Worked to extend funding for customized training.

Worked to include subject matter relating to jobs and careers in Utah's secondary core curriculum.

Worked to oppose increasing educational requirements to a B.S. for registered nurses.

VERMONT

Worked to get new funding formula in place which added $1,000,000 in new state funds to the vocational programs.

Worked to get legislation passed that (1) provides access for adults into vocational education and (2) provides greater responsibility for regional advisory boards.

Worked to cause a growth of new initiatives of business involvement in vocational education programs through the Council's interfacing with private-sector associations.

Worked to initiate a pilot joint venture between several agencies, Land Trust, Housing, etc., and the Construction Trades programs of four centers to construct affordable housing which would remain as "perpetual" affordable housing.

Worked to secure appointment of a study commission "Getting Ready to Work," with a far-reaching charge to restructure education; study commission is chaired by the chairperson of the Council.

VIRGIN ISLANDS

Worked to foster the establishment of a vocational-technical skill center in each school district.

Worked to promote the introduction of pre-vocational programs on the junior high school level.

Worked to establish guidelines for the development of a vocational-technical education facility for the territory.

Worked to foster, develop, and introduce entrepreneurial education in vocational-technical education programs on the senior high school level.

Worked to conduct annual vocational-technical education personnel development seminars especially for vocational-technical education supervisors, teachers, and guidance counselors.

Worked to obtain scholarships for local high school graduates to attend vocational-technical education institutions on the U.S. mainland.

VIRGINIA

Worked to focus spending of program improvement funds more in line with the purpose of the Perkins Act--include economic development initiatives, adult training/retraining, strengthen basics, etc.

Worked to expand effectiveness of VIP committees.

Worked to promote greater accountability by tracking completers, expanded apprenticeship, secondary school linkage, etc.

Worked to promote greater local coordination between VTE/JTPA.

Worked to expand and enhance quality VTE programs for the handicapped.

WASHINGTON

Worked to develop an integrated State Plan for all federal/state funds.

Worked to promote the delivery of improved VTE programs and services for the handicapped.

Worked to strengthen private sector in VIP committees.

Worked to develop state level initiatives and priorities and to determine whether they were supportive of objectives of state policymakers.

Worked to evaluate effectiveness and adequacy of VTE.

WEST VIRGINIA

Worked to promote the perception of business/industry and to develop plan to address their needs.

Worked to redesign and refocus VTE, which has been introduced into the state legislature for funding and implementation.

Worked to promote entrepreneurial training.

Worked to promote changes in the delivery of postsecondary vocational education, which addresses the recommendation of the Carnegie Foundation Report on Higher Education (legislation pending).

WISCONSIN

Worked to develop a comprehensive marketing program for VTE.

Worked to enhance VTE opportunities for the incarcerated.

Worked to assess the extent to which the administration of the Perkins Act, JTPA, and coordination meets the intent of the laws.

Worked to promote the expansion of work experience programs.

WYOMING

Worked to conduct extensive survey to determine coverage and effectiveness of vocational education delivery systems in Wyoming.

Worked to adopt definition of "vocational education" that reflects its changing complexion.

Worked to convene a public meeting of public- and private-sector entities to share information on the future direction of vocational education.

Worked to hold meetings with local school district officials and teachers to discuss philosophies of vocational education and use of advisory committees.

Worked to foster increased participation in Council activities by the State Department of Education, State Board of Education, institutions of higher education, and the public.

APPENDIX B

S-COVE ALERT

Vol. 3, No. 4
Summer 1987
National Association of State Councils on Vocational Education

COUNCIL REPORTS VARIED IN CONTENT AND FORMAT

With passage of the Carl D. Perkins Vocational Education Act of 1984, significant changes in the provision of vocational education throughout the country were made. Likewise, Councils on Vocational Education had new charges for reporting and recommending. They also were given new audiences to which to report. How well have they done? How did they meet the challenge? SCOVE ALERT surveyed the state and territorial councils to find out.

With the "annual report" to the State Board [for vocational education] being replaced with special requirements for "reporting to" and "recommending to" a variety of audiences, council responsibilities changed. The reporting cycle was specified as a two year cycle in some cases and no time frames identified for others. In previous council mandates, a listing of information to be included in an annual report was given. The Perkins Act delineated responsibilities (including reports and recommendations), but left the "how to's" to the councils themselves.

Results of SCOVE ALERT's survey to identify reporting practices of state/territorial councils on vocational education showed that councils did evaluate, study, and assess as described in their mandated role. The survey indicated that councils gave particular attention to both the delivery system and the coordination of vocational education and JTPA (Job Training Partnership Act). At least 75 additional topics were addressed by the 43 councils participating in the survey. Some additional topics met other mandated council requirements, some related to the topics of delivery systems and coordination, while others raised new issues and concerns.

The survey indicated that councils are selecting a wide range of formats for reporting. In addition to this variety, councils have expanded their own list of audiences and appear to have structured their efforts to meet their own state and territorial needs more than just to satisfy federal requirements.

Highlights of the tabulated results begin on page 11. SCOVE ALERT did not analyze the results or state conclusions. Report results and information are preliminary. (Cont'd p. 11)

APPENDIX C

STATE COUNCIL MANDATES*

1. Meet with the State board or its representatives during the planning year to advise on the development of the State plan.

2. Advise the State board and make reports to the Governor, the business community, and general public of the State, concerning (A) policies the State should pursue to strengthen vocational education (with particular attention to programs for the handicapped); and (B) initiatives and methods the private sector could undertake to assist in the modernization of vocational education programs.

3. Analyze and report on the distribution of spending for vocational education in the State and on the availability of vocational education activities and services within the State.

4. Furnish consultation to the State board on the establishment of evaluation criteria for vocational education programs within the State.

5. Submit recommendations to the State board on the conduct of vocational education programs conducted in the State which emphasize the use of business concerns and labor organizations.

6. Assess the distribution of financial assistance furnished under this Act, particularly with the analysis of the distribution of financial assistance between secondary vocational education programs and post-secondary vocational education programs.

7. Recommend procedures to the State board to ensure and enhance the participation of the public in the provision of vocational education at the local level within the State, particularly the participation of local employers and local labor organizations.

8. Report to the State board on the extent to which the individuals described in section 201(b) are provided with equal access to quality vocational education programs.

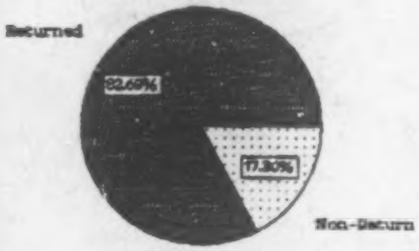
9. (A) Evaluate at least once every two years (i) the vocational education program delivery systems assisted under this Act, and under the Job Training Partnership Act, in terms of their adequacy and effectiveness in achieving the purposes of each of the two Acts and (ii) make recommendations to the State board on the adequacy and effectiveness of the coordination that takes place between vocational education and the Job Training Partnership Act and (B) advise the Governor, the State board, the State job training coordinating council, the Secretary, and the Secretary of Labor of these findings and recommendations.

*Taken from the Carl D. Perkins Act of 1984.

STATE/TERRITORIAL COUNCIL REPORTS

----------------RESPONSE----------------

Forty three states/territories responded to SCOVE ALERT's survey to glean information about how councils report, the various audiences to whom they report, and what they have reported since enactment of the Carl D. Perkins Vocational Education Act. These 43 include:



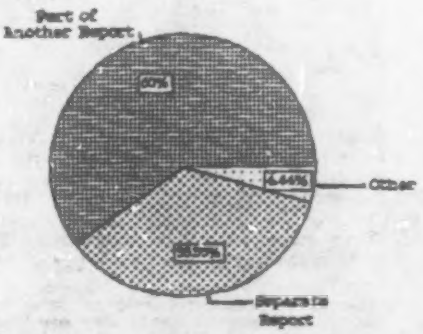
Alabama
Alaska
Arizona
Arkansas
California
Colorado
Delaware
Hawaii
Idaho
Illinois
Iowa
Kansas
Kentucky
Maine
Maryland
Massachusetts
Michigan
Minnesota
Mississippi
Missouri
Montana
Nebraska
Nevada
New Hampshire
New Mexico
New York
North Carolina
North Dakota
Ohio
Oklahoma
Oregon
Pennsylvania
Rhode Island
South Carolina
South Dakota
Tennessee
Texas
Utah
Vermont
Virginia
Virgin Islands
Washington
Wyoming

----------------REPORTING COUNCIL ACTIVITIES----------------

Seventy-six percent (76%) of the state/ territorial councils compile a report of their own activities. Only 19% are required to prepare such a report.

Council activities were reported as follows:

- 54% part of another report
- 32% separate report
- 4% other, such as minutes, oral reports, newsletters.



PUBLIC HEARINGS/INPUT

Respondents reported an average of 2.22 public hearings per council, having an average of 31.24 persons attending and 5.82 individuals presenting testimony. Six states made comments specific to the fact that all meetings of the council are open to the public and that the public may (and does) provide input to the council at regularly scheduled council meetings.

Councils listed 30 topics for which they had specifically requested input. No single topic appeared frequently enough to indicate any trends.

----------------*REPORTS AND RECOMMENDATIONS*----------------

SCOVE ALERT asked councils how many reports and recommendations they made to various audiences since enactment of The Carl D. Perkins Vocational Education Act (approximately 2 years). The inforamtion below represents 39 states/territories. Three States indicated they had reported and/or made recommendations, but did not state "how many. . . ." The "average number" was based on the number of councils who made a report and gave recommendations, not the total number of councils responding.

REPORTS		AUDIENCE	RECOMMENDATIONS	
Number Of States	Average Number		Number Of States	Average Number
33	3.4	GOVERNOR	27	10.5
36	3.6	STATE BOARD FOR VOC. ED.	34	12.1
30	2.1	STATE JTCC	29	4.7
30	2.0	U.S. DEPT. OF ED.	19	15.1
30	2.0	U.S. DEPT. OF LABOR	19	15.1
17	2.7	BUSINESS COMMUNITY	14	9.3
18	2.6	GENERAL PUBLIC	15	12.0
7	4.3	PARENTS	5	8.2
21	1.6	STUDENTS	5	8.4
21	3.5	VOC. ED. COMMUNITY (Tea., adm., local bds.)	18	12.6
23	2.3	JOB TRAINING COMMUNITY (State Agency, SDA)	19	7.1
16	3.0	LOCAL VOC. ED. ADV. COUNCILS	12	14.4
43	2.9	PICS	14	7.1
25	3.8	STATE LEGISLATURE	18	11.1
20	2.5	NAT'L COUNCIL ON VOC. ED	10	11.4
4	4.0	OTHERS i.e., Univ., Special Commissions, State Staff, Congress, OICC	6	5.3

State and Territorial Councils on Vocational Education made a total of 959 reports* to their respective audiences during the approximate two year period. Twenty different audiences received these reports. States/territories averaged 232.4 reports to their audiences during this time.

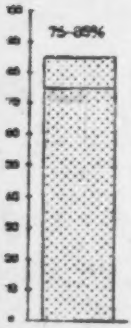
These same audiences received 3,745 recommendations with the average number of recommendations* being 91.34 per council or about 4.6 recommendations per audience.

*Reports and recommendations reported by the councils may represent duplicated use of the same report and recommendations if they were used for multiple audiences.

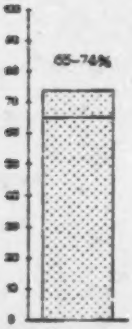
----------------*TOPICS ADDRESSED BY REPORTS*----------------

Topics discussed by councils with their audience are depicted in the accompanying table (following page). The table shows the percentage of states who addressed each topic to one or more of their audiences and includes both topics discussed in depth and topics cited in reports.

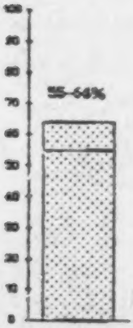
*Topics discussed in depth by at least 50% of the councils are noted by the asterisk (*). The topic most frequently discussed in depth by councils was "Coordination with JTPA." Sixy five percent (65%) discussed this topic in depth. (Cont'd)



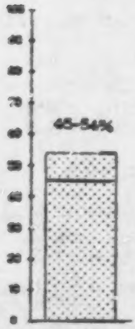
- * Delivery Systems, Voc. Ed.
- * Coordination with JTPA
- * Planning, State Level
- * Coordination among Voc. Ed. Programs



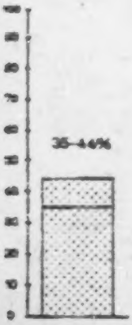
- * Curriculum
- * Teachers Preparation
- * Academic Credit for Voc. Ed.
- Accessibility
- * Articulation
- Delivery Systems, JTPA
- Local Advisory Councils
- Academic Competencies
- Distribution of Funds
- * Economic Development



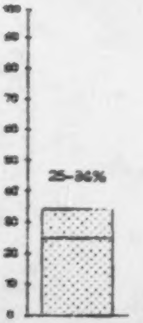
Instructional Quality
Employability Skills
Handicapped
Educational Reform
Teachers In-Service
Equipment
Student Outcomes
Targeted Populations
Dropouts
Disadvantaged
Graduation Requirements
Formula Funding
Career Guidance
Community College Programs
Secondary School Programs



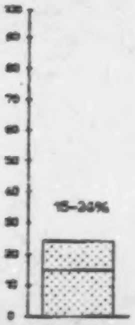
Retraining, Upgrading Workers
Job Skills
Excellence
Voc. Ed. Enrollment
Coordination with Others
Entry Level Skills
Program Marketing, P.R.
Planning, Local Level



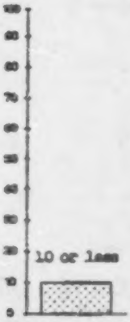
Levels of Instruction
Student Organizations
Limited English
Non-Traditional Jobs
Governance
State Administration, Voc. Ed.
State Administration, JTPA
RFO Process
Labor Market Information
Area Vocational School Programs
PICs
Program Maintenance
Single Parents
Job Placement



Entrepreneurship
Private Sector Training
Teenage Pregnancy
Concerns of Women
Apprenticeships
Agriculture



Student Interest
Small Business Needs
Elementary Education
Unemployment
Productivity
Health
Industrial
Technical
Home Economics
Consumer & Homemaking
Office
Marketing & Distribution
Large Business Needs
Job Creation
Communication
Rural Programs
Urban Programs



Parental Responsibilities
Drugs

TOPICS ADDRESSED TO SPECIFIC AUDIENCES

Below is a listing of topics most frequently (at least 25%) addressed by councils to each of their various audiences. A percentage range of councils addressing each topic to the specific audience is given. The list includes both topics addressed in-depth and topics cited in reports.

STATE BOARD

60-70%

- Curriculum
- Academic Credit for V.E.
- Articulation
- Delivery Systems, Voc. Ed
- Coordination among V.E. Programs
- Coordination with JTPA
- Planning, State Level
- Distribution of Funds

50-57%

- Local Advisory Councils
- Academic Competencies
- Employability Skills
- Accessibility
- Dropouts
- Handicapped
- Disadavantaged
- Economic Development
- Graduation
- Delivery Systems, JTPA
- Funding Formula
- Career Guidance

STATE JTCC

65%

- Coordination with JTPA

50%

- Coordination among V.E. Programs

35-45%

- Curriculum
- Targeted Populations
- Dropouts
- Economic Development
- Delivery System, Voc Ed
- Coordination with Others
- Planning, State Level

BUSINESS COMMUNITY

25-30%

- Curriculum
- Local Advisory Councils
- Economic Development

GOVERNOR

52-60%

- Delivery Systems, Voc Ed
- Delivery Systems, JTPA
- Coordination with JTPA

35-47%

- Curriculum
- Targeted Populations
- Educational Reform
- Economic Development
- Articulation
- Graduation Requirements
- Coordination among V.E. Programs
- Planning, State Level
- Distribution of Funds

25-32%

- Instructional Quality
- Equipment
- Local Advisory Councils
- Student Outcomes
- Academic Competencies
- Academic Credit for V.E.
- Retraining, Upgrading Workers
- Accessibility
- Dropouts
- Handicapped
- Disadvantaged
- Governance
- Voc Ed Enrollment
- Coordination with Others
- State Administration, Voc Ed
- State Administration, JTPA
- Planning, Local Level
- Funding Formula
- Secondary School Programs
- Community College Programs

US DEPT OF EDUCATION

25-30%

- Delivery Systems, JTPA
- Coordination with JTPA

US DEPT OF LABOR

25-30%

- Delivery Systems, JTPA
- Coordination with JTPA

GENERAL PUBLIC

25-30%

- Dropouts
- Economic Development
- Delivery Systems, Voc Ed

VOCATIONAL EDUCATION COMMUNITY

50-53%

- Curriculum
- Coordination among V.E. Programs

40-49%

- Local Advisory Councils
- Academic Credit for V.E.
- Employability Skills
- Accessibility
- Delivery Systems, Voc Ed
- Coordination with JTPA
- Distribution of Funds

30-39%

- Instructional Quality
- Teacher Preparation
- Academic Competencies
- Student Organizations
- Targeted Populations
- Dropouts
- Disadvantaged
- Educational Reform
- Economic Development
- Articulation
- Graduation Requirements
- Voc Ed enrollment
- Delivery Systems, JTPA
- Planning, State Level
- Community College Programs
- Secondary School Programs

25-29%

- Student Outcomes
- Job Skills
- Entry Level Skills
- Handicapped
- Excellence
- Program Marketing, P.R.
- Planning, Local Level
- Funding Formula
- Labor Market Information
- Career Guidance
- Area Vocational School Programs

(Cont'd)

STATE LEGISLATURE

30-35%

Curriculum
Equipment
Educational Reform
Economic Development
Delivery Systems. Voc Ed
Coordination among V.E. Programs
Coordination with JTPA
Coordination with Others

25-29%

Instructional Quality
Teacher Preparation
Academic Credit for V.E.
Employability Skills
Student Organizations
Dropouts
Excellence
Articulation
Delivery Systems, JTPA
Funding Formula
Distribution of Funds
Secondary School Programs

JTPA COMMUNITY

42%

Coordination with JTPA

25-30%

Coordination among V.E. Programs
Coordination with Others

PRIVATE INDUSTRY COUNCILS PICs

42%

Coordination with JTPA

25-30%

PICs
Coordination among V.E. Programs
Coordination with Others

LOCAL ADVISORY COUNCIL

25-30%

Local Advisory Councils
Student Organization
Accessibility

STATE OICC

25%

None

22%

Labor Market Information

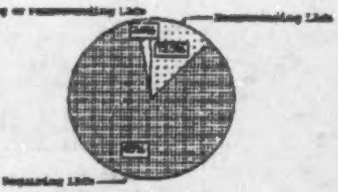
TOPICS DISCUSSED IN-DEPTH WITH AUDIENCES

Councils addressed several topics "in depth" to their audiences. The table below shows the total number of topics addressed in depth by all councils to each audience and the average number of topics addressed om depth per state/territory is also given.

AVERAGE PER STATE	TOTAL TOPICS ADDRESSED	AUDIENCE ADDRESSED
17	658	State Board
7	284	Governor
4	133	U.S. Department of Education
3	106	U.S. Department of Labor
2	93	Business Community
2	88	General Public
5	176	State JTCC
7	283	Vocational Education Community
4	159	Local Advisory Council
3	117	PICs
3	126	JTPA Community, SDAs
6	225	State Legislature
2	71	State OICC

LOCAL ADVISORY COUNCILS. . .STATE REQUIREMENTS

Eighty five percent (85%) of the councils reported that local advisory councils are required in their respective states/territories. Eighty three percent (83%) of the states/territories in which they are not required responded that local advisory councils are "recommended or encouraged."



----------------*COMMENDATIONS*----------------

Only one-half of the councils reported that they "gave commendations" to their audiences about specific topics. The remaining half of the councils may not have given commendations or they may have chosen to not respond to the question.

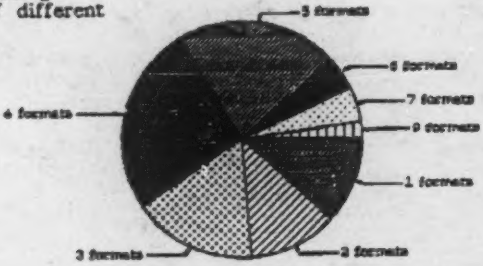
Twenty-five percent (25%) of the councils that commended their audiences did so regarding the following:

- Curriculum
- Articulation
- Student organizations
- Delivery systems, vocational education
- Coordination with JTPA
- Career guidance

----------------*REPORT FORMAT*----------------

Councils were asked about the number of different formats they used in making their reports. (The number of documents prepared was not asked.) The following illustrates the percentage of councils that used various numbers of different formats for reporting.

FORMATS USED	PERCENTAGES OF COUNCILS
9	2.38%
7	4.76%
6	4.76%
5	21.43%
4	26.19%
3	16.67%
2	11.90%
1	11.90%



TYPE OF FORMAT

The following variations in the formats used suggests that councils attempted to select those best suited to the unique characteristics of their state or territory.

% OF COUNCILS	FORMAT SELECTED FOR REPORTING
68%	Prepared one document to provide a composite or summary report. All but five Councils used additional formats for supplementing the report, such as position papers, letters or memorandums.
	The most common report cited (in addition to the composite or summary report) was a report of the Councils JTPA-related studies.
51%	Indicated they prepared separate documents for each report. Twenty-one percent of these councils also prepared a summary document.
19%	Elected to prepare a separate reporting document for each audience they were addressing. Sixty-two percent of these Councils also prepared summary documents.
	Comments and explantory notes indicated that states grouped their audience for reporting into three major categories:

1) Governor/Legislature,
2) State Board/Vocational Education Community, and
3) State JTCC/JTPA Community.

46%	Used letters and/or memorandums to report to their audiences.
56%	Found the position paper to be appropriate.
31%	Used newsletters, particularly for supplementing their reports.
60%	Made oral presentations to their audiences, nearly all of these supplemented a written report.
4%	Held news conferences related to their report.
9%	Presented their reports by using media or video.

------------------*AUDIENCE RELATIONSHIP*------------------

Councils participate in a variety of meetings on a routine basis as a means of addressing their various audiences. In return, many of these various audiences routinely attend meetings of the state/territorial councils. Councils reported 655 "special meetings" were held with their various audiences, averaging 15.6 per state/territory during the 2 year period. In some instances, the special meetings may be in addition to routine exchange of meeting attendance, in other instances it may be in lieu of routine meetings. Tabulations did not attempt to distinguish these differences. The survey did not ask who attended meetings with various audiences, i.e. staff or council members.

ROUTINE MEETINGS

State/territorial councils "routinely attend" meetings of their vocational education state board and their State's Job Training Coordinating Council more than those of any other audience. Nearly all of the councils routinely attend sessions of their State Legislatures and meetings held by the vocational education community, including meetings with student organizations.

ATTENDANCE BY SCOVE	ATTEND SCOVE MEETINGS	AUDIENCES
5.0%	22.5%	Governor and/or Staff
75.0%	27.5%	State Board
25.0%	55.0%	State Board Staff
60.0%	50.0%	State Job Training Coordinating Council
0	0	U S Dept. of Labor
0	0	U S Dept. of Education
32.5%	27.5%	Business Community
10.0%	20.0%	General Public
2.5%	10.0%	Parents
42.5%	22.5%	Students, Student Organizations, Vocational Education Community (Teacher, Administrator, Local Board)
17.5%	25.0%	PICs
10.0%	7.5%	SDAs
32.5%	15.0%	State OICC
47.0%	12.5%	State Legislature
2.5%	7.5%	Congressional Delegates
12.5%	12.5%	Other, such as universities, higher education, special commissions

SPECIAL MEETINGS

In addition to routinely attending meetings with their audience or having their audience attend meetings of the state/territorial council, special meetings are sometimes held. These "special meeintgs" may be to discuss a report or to discuss issues of particular concern to councils or the audiences to which they report.

SCOVE ALERT asked state/territorial councils how many "special meetings" they held with a variety of audiences. Forty-two states responded to the question. The chart below depicts these responses. The "average number per state/territory" shows the average for those states/territories having "special meetings."

AUDIENCE	TOTAL NUMBER SPECIAL MEETINGS	% OF STATSS/ TERRITORIES	AVERAGE NUMBER PER STATE
Governor	61	35%	4.06
State Board	77	54%	3.34
State Board Staff	188	33%	13.42
JTCC	46	35%	3.06
US Dept. of Labor	3	7%	1.00
US Dept. of Ed.	8	11%	1.60
Business Community	29	19%	3.62
General Public	18	21%	2.00
Parents	14	9%	3.50
Students	100	16%	14.28
PICs	13	9%	3.25
SDA	9	11%	1.80
OICC	34	11%	6.80
Legislature	27	35%	1.80
Congress	29	23%	2.90
Other	1	2%	1.00

RELATIONSHIP OF SCOVES TO LOCAL ADVISORY COUNCILS AND PICS

SCOVE ALERT inquired about the relationship of the state/territorial councils to local advisory councils (LAC) and private industry councils (PICs). Forty councils responded to the questions. The following indicates the percentage of state/territorial councils who indicated various relationships with PICs and local advisory councils (LACs).

SCOVE RELATIONSHIP	WITH LACs	WITH PICs
Required to work together	12%	7%
Work together voluntarily	62%	42%
Send copies of reports	58%	47%
Make suggestions or recommendations	48%	40%
State/Territorial Council Members serve at local level	56%	37%
Have joint conferences, workshops	33%	20%
Special sessions with identified leaders	22%	27%
Jointly sponsor public hearing	15%	7%
Provide guidelines, handbooks, operational materials	50%	7%
Provide technical assistance	58%	18%
Send newsletters	38%	30%

Senator **Kassebaum.** Next, Dr. Moody Oswald, Director of the Office of Vocational Education, South Carolina Department of Education, Columbia, South Carolina. Senator Thurmond has a couple of questions for you, Dr. Oswald, and welcomes you here.

STATEMENT OF DR. MOODY M. OSWALD, DIRECTOR, OFFICE OF VOCATIONAL EDUCATION, SOUTH CAROLINA DEPARTMENT OF EDUCATION, COLUMBIA, SC, ON BEHALF OF NATIONAL ASSOCIATION OF STATE DIRECTORS OF VOCATIONAL EDUCATION

Dr. **Oswald.** Thank you, Senator.

I have with me and would like to introduce Dr. Robert White, who is our Executive Director of our State Council in South Carolina.

I am pleased to be here today to testify on the reauthorization of the Carl D. Perkins Vocational Education Act. In so doing, I represent Dr. Charlie G. Williams, South Carolina's State Superintendent of Education, who joins me in extending appreciation for this opportunity to express our views and recommendations regarding this very important legislation.

In my position as State Director of Vocational Education, I am responsible to the State Board of Education through the State Superintendent of Education for all phases of the program of secondary vocational education in the State.

The State Board of Education is the sole State agency responsible for the administration of vocational education programs consistent with State law and the Federal Vocational Education Act.

Due to the limited amount of time available to me today to present oral testimony, and since I have submitted detailed written testimony for your consideration, I will use the balance of my time to address issues and recommendations pertaining to the reauthorization of the Perkins Act.

The combined effect of the Perkins Act of 1984 and the South Carolina Education Improvement Act of 1984 on vocational education in the State over the last five-year period has been truly remarkable. For example, 182 new vocational courses were implemented; instructional equipment in 673 vocational education occupational courses was updated; staff development sessions were conducted to assist over 2,000 vocational educators with reinforcing basic skills and vocational courses. Sixty-five percent of all of our trade and industrial education teachers participated in a planned staff development program, utilizing business, industry or institutions of higher learning to update their knowledge and content.

Competency-based curriculum materials have been developed and in-serviced in all vocational program areas. A total of 3,756 vocational offerings, 90 percent of all of our offerings, are currently utilizing competency-based curriculum materials.

Minimum program competencies have been developed for all vocational programs, courses in our State. Competency test item banks have been developed in 33 programs or courses. Competency tests are being randomly generated from the test banks for piloting. The competency testing program will provide local school districts with a diagnostic tool for evaluating and improving specific areas of their courses.

New applied, related courses have been implemented and are being adapted for implementation, such as applied physics, the principles of technology curriculum, applied mathematics, applied communications and, of course, we are in the consortium currently developing the applied biology and chemistry.

The following curriculum products have been disseminated and in-serviced throughout our State over the last five years: "Reinforcing Basic Skills through Vocational Education"; "Teaching and Testing Our Basic Skill Objectives"; "Basic Skills Word Lists and Lesson Plans"; and "Teaching Reading in Vocational Education".

Since 1986, South Carolina has been participating in a consortium of Southeastern States assisted by the Southern Regional Education Board to advance, apply and evaluate approaches that will strengthen the development of basic competency of vocational students. During the three-year period from 1985–86 through 1987–88, 28,187 secondary students completed vocational education programs and were available for placement. Of those completers available for placement, we placed 93 percent in jobs following high school graduation. That left an unemployment rate of 7 percent compared to a State unemployment rate of 18½ percent for 16 to 19 year-old youth during this period.

The Carl D. Perkins Vocational Education Act is sound legislation overall and has been effective in South Carolina in complementing and advancing State and local educational agency efforts to increase access of the special population groups to our programs and improving the quality of our programs.

While the current legislation has been quite effective, the following revisions are recommended as possibilities for improvement: Add statewide performance standards—something that we already have in our State; provide flexibility for States to determine the specific amount of funds for each set-asides under Title II–A; incorporate the Tech Prep Act as special programs under Title III, and eliminate the minimum expenditure of funds under Title II–B for guidance and counseling and allow the use of these funds to maintain programs as well as improve and expand.

H.R. 7, the Applied Technology Education Act, has some strong features, but contains some provisions that would be troublesome and disruptive for South Carolina, such as: (1) the allocation formula for distributing funds appears to defeat its own purpose, since it significantly shifts Federal vocational education funds away from poorer and smaller school districts in South Carolina and increases Federal vocational education funds to the larger, more affluent school districts; (2) the within-State allocation method for reserving Basic Grant funds for State-level purposes reduces the amount of these funds by approximately one-half compared to State-level funds available currently under the Perkins Act. Programs and services which would be greatly reduced or eliminated by H.R. 7 include those things that we have been about over the last five years which have brought about the system that we have currently in South Carolina.

I'll end there. Thank you.

Senator **Kassebaum**. Thank you very much, Dr. Oswald.

[The prepared statement of Dr. Oswald follows:]

PREPARED STATEMENT OF DR. MOODY OSWALD

I. INTRODUCTION

MR. CHAIRMAN, DISTINGUISHED COMMITTEE MEMBERS, LADIES AND GENTLEMEN, AND SPECIAL GUESTS, I COME BEFORE YOU TODAY TO ADDRESS THE SCOPE AND DIRECTION OF VOCATIONAL EDUCATION IN SOUTH CAROLINA, WITH PARTICULAR FOCUS UPON THE IMPACT OF FEDERAL LEGISLATION, AND TO OFFER SPECIFIC RECOMMENDATIONS CONCERNING THE REAUTHORIZATION OF THE CARL D. PERKINS VOCATIONAL EDUCATION ACT. IN SO DOING, I REPRESENT DR. CHARLIE G. WILLIAMS, SOUTH CAROLINA STATE SUPERINTENDENT OF EDUCATION, WHO JOINS ME IN EXTENDING A GENUINE APPRECIATION FOR THIS OPPORTUNITY TO EXPRESS OUR VIEWS AND CONCERNS REGARDING THE REAUTHORIZATION OF THIS MOST IMPORTANT FEDERAL VOCATIONAL EDUCATION LEGISLATION.

IN ORDER TO SET MY REMARKS IN PROPER PERSPECTIVE, ALLOW ME TO PRESENT A BRIEF OVERVIEW OF VOCATIONAL EDUCATION IN SOUTH CAROLINA IN TERMS OF ORGANIZATIONAL STRUCTURE, PURPOSE AND RESPONSIBILITIES:

A. ORGANIZATIONAL STRUCTURE

THE FORMAL EDUCATIONAL EXPERIENCES OF CITIZENS IN SOUTH CAROLINA ARE GOVERNED BY THREE SEPARATE GOVERNING BOARDS:

1. THE COMMISSION ON HIGHER EDUCATION HAS RESPONSIBILITY FOR THE STRENGTHENING OF ALL THE STATE'S INSTITUTIONS OF HIGHER LEARNING TO THE END THAT QUALITY EDUCATION AND TRAINING BEYOND HIGH SCHOOL MAY BE AVAILABLE TO EVERY CITIZEN WHO DESIRES IT AND CAN BE EXPECTED TO PROFIT FROM IT. THE COMMISSION ON HIGHER EDUCATION IS A COORDINATING BODY WHICH MUST RELY PRIMARILY ON LOGICAL PERSUASION TO GAIN COOPERATION AND SUPPORT.
2. THE STATE BOARD FOR TECHNICAL AND COMPREHENSIVE EDUCATION HAS WITHIN ITS JURISDICTION ALL (16) STATE-SUPPORTED TECHNICAL EDUCATION COLLEGES AND THEIR PROGRAMS. THE BOARD HAS APPROVAL AUTHORITY OVER ALL POSTSECONDARY VOCATIONAL-TECHNICAL AND OCCUPATIONAL DIPLOMA AND ASSOCIATE DEGREE PROGRAMS FINANCED IN WHOLE OR PART BY STATE FUNDS.
3. THE STATE BOARD OF EDUCATION HAS RESPONSIBILITY FOR THE GOVERNANCE OF THE PUBLIC ELEMENTARY AND SECONDARY SCHOOL SYSTEM IN SOUTH CAROLINA. THE STATE BOARD OF EDUCATION, WHICH IS THE STATE BOARD FOR VOCATIONAL EDUCATION, IS THE SOLE AGENCY RESPONSIBLE FOR THE ADMINISTRATION, OR FOR THE SUPERVISION OF THE ADMINISTRATION, OF VOCATIONAL EDUCATION PROGRAMS CONSISTENT WITH STATE LAW AND IN ACCORDANCE WITH THE FEDERAL VOCATIONAL EDUCATION LEGISLATION.

4. THE GOVERNOR'S OFFICE, DIVISION OF EMPLOYMENT AND TRAINING, AS THE STATE JTPA ADMINISTRATIVE UNIT, HAS RESPONSIBILITY FOR THE ADMINISTRATION OF PROGRAMS UNDER THE JOB TRAINING PARTNERSHIP ACT (JTPA).

B. PURPOSE (PROGRAMS UNDER THE STATE BOARD OF EDUCATION)

VOCATIONAL EDUCATION IS AN INTEGRAL COMPONENT OF PUBLIC EDUCATION IN SOUTH CAROLINA PROVIDING INDIVIDUALS, BOTH SECONDARY STUDENTS AND ADULTS, AN OPPORTUNITY TO ATTAIN OCCUPATIONAL COMPETENCIES AND RELATED ACADEMIC INSTRUCTION. THE SYSTEM IS DEDICATED TO HELPING ALL INDIVIDUALS REALIZE THEIR VOCATIONAL OBJECTIVES AND ACHIEVE AN OPTIMUM LEVEL OF PERSONAL COMPETENCE CONSISTENT WITH THEIR INTERESTS, APTITUDES, DESIRES AND ABILITIES.

THE MISSION OF VOCATIONAL EDUCATION IS TO ENHANCE THE ECONOMIC DEVELOPMENT PROCESS OF SOUTH CAROLINA BY PROVIDING PERSONS OF ALL AGES THE OPPORTUNITIES TO ACQUIRE CAREER COMPETENCIES FOR THE WORK PLACE AND/OR A FOUNDATION FOR CAREER DEVELOPMENT THROUGH HIGHER EDUCATION.

THE MAJOR OBJECTIVES OF VOCATIONAL EDUCATION AND STRATEGIES FOR ACHIEVING THESE OBJECTIVES INCLUDE:

1. TO BEGIN CAREER AWARENESS AND EXPLORATION AT AN EARLY AGE, BY: MAKING CAREER INFORMATION AVAILABLE TO THE PRIMARY THROUGH INTERMEDIATE GRADES; CONDUCTING CAREER AWARENESS STAFF DEVELOPMENT PROGRAMS; DEVELOPING MEANINGFUL VOCATIONAL EXPLORATORY PROGRAMS; AND, UTILIZING THE SOUTH CAROLINA OCCUPATIONAL INFORMATION SYSTEM.

2. TO DEVELOP OCCUPATIONAL AND RELATED ACADEMIC COMPETENCIES FOR MEANINGFUL EMPLOYMENT, BY PROVIDING: INSTRUCTION TO SECONDARY STUDENTS UTILIZING MODERN EQUIPMENT AND LATEST TECHNIQUES; OPPORTUNITIES FOR ON-THE-JOB TRAINING IN LOCAL BUSINESS AND INDUSTRY; INSTRUCTION IN JOB SEEKING AND JOB KEEPING SKILLS; AND, PLACEMENT OPPORTUNITIES IN EMPLOYMENT OR HIGHER EDUCATION.

3. TO PREPARE FOR THE PRESENT AND FUTURE ECONOMIC DEVELOPMENT NEEDS OF SOUTH CAROLINA, BY: CONDUCTING ASSESSMENTS OF BUSINESS/INDUSTRY AND STUDENTS TO ASSURE RELEVANCY OF NEW AND EXISTING PROGRAMS; IMPLEMENTING NEW VOCATIONAL COURSES DESIGNED TO MEET PROJECTED EMPLOYMENT DEMAND; AND, MAINTAINING CONTACT WITH LOCAL

BUSINESS AND INDUSTRY, INSTITUTIONS OF HIGHER LEARNING, AND OPERATING EFFECTIVE ADVISORY COMMITTEES AND COUNCILS.

C. RESPONSIBILITIES

THE EXECUTIVE OFFICER OF THE STATE BOARD OF EDUCATION IS THE STATE SUPERINTENDENT OF EDUCATION, WHO IS A CONSTITUTIONAL OFFICER AND IS ELECTED BY POPULAR VOTE OF THE PEOPLE OF SOUTH CAROLINA.

IN MY POSITION AS THE STATE DIRECTOR OF VOCATIONAL EDUCATION, I AM RESPONSIBLE TO THE STATE BOARD OF EDUCATION, THROUGH THE STATE SUPERINTENDENT OF EDUCATION AND DEPUTY SUPERINTENDENT FOR THE DIVISION OF INSTRUCTION, FOR THE PLANNING, ADMINISTRATION, COORDINATION, SUPERVISION AND PROMOTION OF ALL PHASES OF THE PROGRAM OF VOCATIONAL EDUCATION IN THE STATE AND THE OFFICIAL REPRESENTATIVE OF THE EXECUTIVE OFFICER OF THE STATE BOARD OF EDUCATION (STATE SUPERINTENDENT OF EDUCATION) IN ALL MATTERS PERTAINING TO VOCATIONAL EDUCATION.

OVERVIEW

A. SOUTH CAROLINA

SOUTH CAROLINA, THE "PALMETTO STATE," CONSISTS OF 46 COUNTIES AND ACCORDING TO 1987 PRELIMINARY ESTIMATES, HAD A POPULATION OF 3,425,000 PERSONS. THE 1987 POPULATION ESTIMATE FOR THE STATE REFLECTS A 9.7% INCREASE FROM 1980, COMPARED TO A 7.4% POPULATION INCREASE FOR THE NATION DURING THIS SAME PERIOD. SOUTH CAROLINA'S CITIZENS ARE ALSO COMPARATIVELY YOUNGER THAN CITIZENS NATIONWIDE. THE MEDIAN AGE IN THE STATE IS 30.4 YEARS, WHILE THAT FOR THE NATION IS 31.7 YEARS. APPROXIMATELY 51% OF THE TOTAL STATE POPULATION ARE FEMALE AND 70% OF THE TOTAL STATE POPULATION ARE WHITE.

THE STATE HAS A LAND AREA OF 30,203 SQUARE MILES WHICH INCLUDES A 186-MILE COASTLINE (ONLY 250 MILES SEPARATE THE SEASHORE AND MOUNTAINS). THE STATE IS RELATIVELY DENSELY POPULATED WITH AN AVERAGE OF 113 PERSONS PER SQUARE MILE COMPARED TO THE NATIONAL AVERAGE OF 69 PERSONS PER SQUARE MILE.

PER CAPITA PERSONAL INCOME IN 1987 FOR THE STATE WAS $11,858 COMPARED TO $15,340 FOR THE NATION – SOUTH CAROLINA RANKED 42 IN PER CAPITA PERSONAL INCOME COMPARED TO ALL 50 STATES. APPROXIMATELY 16.6% OF ALL PERSONS IN THE STATE WERE IDENTIFIED IN 1979 AS BEING BELOW THE POVERTY LEVEL COMPARED TO 12.4% FOR THE NATION – SOUTH CAROLINA RANKED 9 COMPARED TO ALL 50 STATES IN PERSONS BELOW THE POVERTY LEVEL.

SOUTH CAROLINA'S CIVILIAN LABOR FORCE IN 1987 CONSISTED OF 1,632,000 PERSONS. THE UNEMPLOYMENT RATE DURING 1987 IN THE STATE WAS 5.6% COMPARED TO A NATIONAL UNEMPLOYMENT RATE OF 6.2%.

A RECENT REPORT, "PALMETTO PERSPECTIVE - SOUTH CAROLINA'S PEOPLE AND JOBS IN THE YEAR 2000", PRODUCED BY THE SOUTH CAROLINA EMPLOYMENT SECURITY COMMISSION, HIGHLIGHTS THE FOLLOWING CHANGES IN THE STATE'S POPULATION, LABOR FORCE AND JOBS THROUGH THE YEAR 2000.

- THE POPULATION WILL BE MATURING, WITH 30-44 BEING THE LARGEST AGE GROUP (WAS AGE 15-24 IN 1980).
- THE TOTAL NUMBER OF YOUTH ENTERING THE WORKPLACE WILL DECREASE, BUT THE NUMBER OF MINORITIES IN THE YOUTH WORKFORCE WILL INCREASE.

- NON-FARM EMPLOYMENT IS EXPECTED TO INCREASE 29%, REPRESENTING NEARLY 380,000 WORKERS. MANUFACTURING JOBS WILL INCREASE SLIGHTLY. THE CONTINUING SHIFT TO SERVICE - PROVIDING JOBS WILL IMPACT OCCUPATIONAL EMPLOYMENT TRENDS.
- FUTURE JOBS WILL REQUIRE MORE EDUCATION AND TRAINING AND PLACE A PREMIUM ON HIGHER-LEVEL LITERACY SKILLS (E.G. PROBLEM SOLVING, COMPREHENSION, CREATIVITY, ETC.). ON THE OTHER HAND, LOWER-SKILL JOBS WILL ACCOUNT FOR A SMALLER SHARE OF FUTURE EMPLOYMENT.

B. SECONDARY VOCATIONAL EDUCATION

SOUTH CAROLINA IS PROUD OF ITS DYNAMIC SYSTEM OF SECONDARY VOCATIONAL EDUCATION AND FEELS CONFIDENT THAT IT IS AMONG THE BEST IN THE NATION. THIS SYSTEM DID NOT COME ABOUT BY ACCIDENT, BUT RATHER AS THE RESULT OF CAREFULLY STRUCTURED PLANS, FUNDING PRIORITIES, AND UNSELFISH EFFORTS AND SERVICE BY MANY DEDICATED GROUPS, AGENCIES AND INDIVIDUALS AT THE LOCAL, STATE AND FEDERAL LEVELS OVER A PERIOD OF MORE THAN SEVEN DECADES.

1. EXPENDITURE OF FUNDS, 1987-88

DURING THE 1987-88 SCHOOL YEAR, A TOTAL OF $85,701,205 IN LOCAL, STATE AND FEDERAL FUNDS WAS EXPENDED FOR SECONDARY VOCATIONAL EDUCATION IN SOUTH CAROLINA. FEDERAL FUNDS UNDER THE CARL D. PERKINS VOCATIONAL EDUCATION ACT ACCOUNTED FOR 15.8% OR $13,529,418 AND STATE/LOCAL FUNDS ACCOUNTED FOR 84.2% OR $72,171,787 OF THE TOTAL AMOUNT EXPENDED FOR SECONDARY VOCATIONAL EDUCATION.

2. FACILITIES AND OFFERINGS, 1987-88

VOCATIONAL EDUCATION OFFERINGS WERE TAUGHT IN 53 VOCATIONAL CENTERS (1,088 OFFERINGS) AND 236 HIGH SCHOOLS (2,967 OFFERINGS) IN THE STATE DURING 1987-88.

3. ENROLLMENT, 1987-88

A) SECONDARY VOCATIONAL EDUCATION

DURING THE 1987-88 SCHOOL YEAR, 114,044 SECONDARY STUDENTS, NEARLY 62.0% OF ALL SECONDARY STUDENTS IN GRADES 9 THROUGH 12, WERE ENROLLED IN VOCATIONAL EDUCATION. OF THIS ENROLLMENT IN VOCATIONAL EDUCATION: 50.9% WERE FEMALE - 49.1% WERE MALE; 55.9% WERE WHITE - 44.1% WERE NON-WHITE; 29.1% WERE DISADVANTAGED (33,222 STUDENTS); AND 5.6% WERE HANDICAPPED (6,347 STUDENTS). ONLY 226 OR 0.7% OF

THE 33,222 DISADVANTAGED STUDENTS WERE DISADVANTAGED DUE TO LIMITED ENGLISH PROFICIENCY. ENROLLMENTS IN CONSUMER AND HOMEMAKING EDUCATION ACCOUNTED FOR 19.1% OR 21,779 STUDENTS OF THE TOTAL SECONDARY VOCATIONAL EDUCATION ENROLLMENT.

B) ADULT VOCATIONAL EDUCATION

ALSO DURING 1987-88, 8,696 ADULTS WERE ENROLLED IN SHORT-TERM VOCATIONAL EDUCATION PROGRAMS AND 1,346 ADULTS WERE ENROLLED IN LONG-TERM VOCATIONAL EDUCATION PROGRAMS OFFERED THROUGH THE STATE'S SECONDARY VOCATIONAL EDUCATION DELIVERY SYSTEM. ANOTHER 3,000 ADULTS WERE ENROLLED IN POSTSECONDARY OCCUPATIONAL DIPLOMA AND ASSOCIATE DEGREE PROGRAMS, FUNDED WITH TITLE II - PART A FEDERAL FUNDS, IN TECHNICAL EDUCATION COLLEGES.

C) SINGLE PARENTS/HOMEMAKERS

SINGLE PARENT AND HOMEMAKER PROJECTS SERVED 1,917 INDIVIDUALS IN SOUTH CAROLINA DURING 1987-88. SIXTEEN (16) PROJECTS WERE LOCATED AT TECHNICAL COLLEGES, FIVE (5) PROJECTS WERE LOCATED AT SECONDARY SCHOOLS AND SEVEN (7) PROJECTS WERE LOCATED AT COMMUNITY-BASED ORGANIZATIONS. WHILE PROGRAMS WERE CONDUCTED ON AN OPEN ENTRY - OPEN EXIT BASIS, A TOTAL OF 1,355 SINGLE PARENTS/HOMEMAKERS COMPLETING THEIR VOCATIONAL EDUCATION PROGRAMS IN 1987-88 WERE PLACED EITHER IN EMPLOYMENT OR FURTHER EDUCATION PROGRAMS (SCHOOL DISTRICTS – 153; COMMUNITY-BASED ORGANIZATIONS - 243; AND, TECHNICAL EDUCATION COLLEGES - 959).

D) INCARCERATED CRIMINAL OFFENDERS

IN ADDITION, DURING 1987-88, A TOTAL OF 1,021 INCARCERATED CRIMINAL OFFENDERS WERE ENROLLED IN VOCATIONAL EDUCATION PROGRAMS.

E) SEX EQUITY PROGRAM

UNDER THE SEX EQUITY PROGRAM, TWO MAJOR AREAS WERE ADDRESSED. ONE WAS THE GOAL OF ELIMINATING SEX BIAS AND SEX-ROLE STEREOTYPING OF VOCATIONAL EDUCATION PROGRAMS WHILE THE OTHER GOAL WAS DESIGNING PROGRAMS TO MEET THE SPECIAL NEEDS OF YOUNG WOMEN, AGED 14-25 TO ENABLE THEM TO SUPPORT THEMSELVES AND THEIR FAMILIES.

UNDER THE FIRST GOAL, THIRTY-FOUR (34) MINI GRANTS WERE FUNDED AT SCHOOL DISTRICTS, TECHNICAL COLLEGES, AND 4-YEAR COLLEGES. A TOTAL OF TWENTY (20) PROGRAMS WERE LOCATED AT TECHNICAL COLLEGES, ELEVEN (11) PROGRAMS AT SECONDARY SCHOOLS, AND THREE (3) PROGRAMS AT 4-YEAR COLLEGES. SEX EQUITY ACTIVITIES IMPACTED UPON 10,944 STUDENTS IN SCHOOL DISTRICTS; 32,334 STUDENTS IN TECHNICAL COLLEGES; AND 36,027 STUDENTS IN 4-YEAR COLLEGES.

A VARIETY OF COURSES AND ACTIVITIES WAS FUNDED THROUGH MINI GRANTS. THESE ACTIVITIES INCLUDED TUTORING IN MATH AND ENGLISH, WORKSHOPS FOR PERSONAL ENHANCEMENT AND CAREER PREPARATION, SEMINARS ON ENTREPRENEURSHIP, RECRUITMENT FOR HIGH TECH JOBS, ELECTRONIC BILLBOARDS, INDIVIDUAL COUNSELING SERVICES AND REFERRALS, COOPERATIVE EDUCATION FOR NON-TRADITIONAL JOBS, SUPPORT GROUPS FOR NON-TRADITIONAL STUDENTS, STATEWIDE CONFERENCE, DEVELOPMENT OF INSTRUCTIONAL MATERIALS, NON-TRADITIONAL NEWSPAPER PUBLICATION AND DISTRIBUTION, AND A VARIETY OF PUBLIC RELATIONS/OUTREACH ACTIVITIES TO INCLUDE NEWSLETTERS, BROCHURES, POSTERS, NEWSPAPER ARTICLES, AND VIDEO PRESENTATIONS.

THE SECOND PROGRAM UNDER THE SEX EQUITY PROVISION, DESIGNED FOR YOUNG WOMEN, AGES 14-25, TARGETED PREGNANT TEENS AND TEEN PARENTS WHO WERE DROPOUTS OR POTENTIAL DROPOUTS TO ENABLE THEIR COMPLETION OF HIGH SCHOOL. ELEVEN (11) PROGRAMS WERE LOCATED AT TECHNICAL COLLEGES, SEVEN (7) PROGRAMS WERE AT SECONDARY SCHOOLS, AND ONE (1) PROGRAM WAS AT A 4-YEAR COLLEGE.

F) JOINT PROJECTS WITH COMMUNITY-BASED ORGANIZATIONS

EIGHT (8) JOINT VOCATIONAL EDUCATION SUPPORT PROJECTS BETWEEN LOCAL EDUCATION AGENCIES AND COMMUNITY-BASED ORGANIZATIONS WERE FUNDED AND OPERATED DURING THE 1987-88 SCHOOL YEAR IN SOUTH CAROLINA. THE TITLE III-A PROJECTS, THREE OF WHICH WERE LOCATED IN ECONOMICALLY DEPRESSED AREAS OF THE STATE, SERVED APPROXIMATELY 480 YOUTH. A WIDE RANGE OF ACTIVITIES INCLUDED: GUIDANCE AND JOB COUNSELING; CAREER EXPLORATION; BASIC SKILLS REMEDIATION; SKILL TRAINING; MOTIVATIONAL AND ENRICHMENT ACTIVITIES; WORK EXPERIENCE; FIELD TRIPS AND GUEST SPEAKERS; COMMUNITY-SUPPORT ACTIVITIES AND TRANSITION ASSISTANCE. THE

PROJECTS REPORTED A COMBINED COMPLETION RATE OF OVER 85% WHICH ENABLE MANY SEVERELY EDUCATIONALLY AND/OR ECONOMICALLY DISADVANTAGED YOUTH BETWEEN THE AGES OF 16 AND 21 TO RE-ENTER OR REMAIN IN SCHOOL THROUGH THE JOINTLY-SPONSORED EFFORTS.

4. HIGH SCHOOL GRADUATES, 1986-87

IN 1986-87, 34,047 SECONDARY STUDENTS GRADUATED FROM PUBLIC HIGH SCHOOLS THROUGHOUT SOUTH CAROLINA. OF THESE GRADUATES, APPROXIMATELY FORTY-EIGHT PERCENT (47.9%) DID NOT CONTINUE THEIR EDUCATION AT A HIGHER LEVEL. NEARLY FORTY PERCENT (39.6%) OF ALL HIGH SCHOOL GRADUATES COMPLETED A VOCATIONAL PROGRAM OF STUDIES.

5. COMPLETERS AND PLACEMENT FOLLOW-UP

THE PLACEMENT FOLLOW-UP OF VOCATIONAL PROGRAM COMPLETERS (10,170) IN 1987-88 REVEALED THAT 76.7 PERCENT (7,803) WERE PLACED IN THE AREA TRAINED AND 17.9 PERCENT (1,816) WERE PLACED IN AN AREA UNRELATED TO THEIR SPECIFIC AREA OF TRAINING. THUS, A TOTAL OF 94.6 PERCENT OF THE VOCATIONAL COMPLETERS WERE PLACED AND ONLY 5.4 PERCENT (551) WERE UNEMPLOYED. THE UNEMPLOYMENT RATE FOR ALL 16 TO 19 YEAR OLD YOUTH DURING THIS SAME TIME PERIOD IN SOUTH CAROLINA WAS APPROXIMATELY 18.5 PERCENT. THE 1988 PLACEMENT FOLLOW-UP DATA BY SPECIAL NEEDS STATUS SHOW THAT THE PERCENTAGES OF DISADVANTAGED AND HANDICAPPED COMPLETERS AVAILABLE FOR PLACEMENT THAT WERE PLACED IN AN AREA RELATED TO THEIR TRAINING WAS 71.0% AND 70.0% RESPECTIVELY, COMPARED TO 76.7% FOR ALL COMPLETERS.

III. IMPROVEMENTS AND GROWTH IN VOCATIONAL EDUCATION IN SOUTH CAROLINA

A. IMPACT OF FEDERAL VOCATIONAL LEGISLATION

JULY, 1989, WILL MARK THE SEVENTY-SECOND ANNIVERSARY OF VOCATIONAL EDUCATION IN THE PUBLIC SCHOOLS OF SOUTH CAROLINA. SINCE 1917, LEGISLATIVE INITIATIVES AT THE FEDERAL LEVEL PROVIDED A MAJOR FORCE IN THE ESTABLISHMENT AND DEVELOPMENT OF VOCATIONAL EDUCATION IN SOUTH CAROLINA.

THE CARL D. PERKINS VOCATIONAL EDUCATION ACT OF 1984 ARRAYED THE FEDERAL INVOLVEMENT IN VOCATIONAL EDUCATION AROUND TWO BROAD THEMES:

1. TO MAKE QUALITY VOCATIONAL EDUCATION PROGRAMS ACCESSIBLE TO ALL PERSONS, INCLUDING HANDICAPPED AND DISADVANTAGED PERSONS, SINGLE PARENTS AND HOMEMAKERS, ADULTS IN NEED OF TRAINING AND RETRAINING, PERSONS PARTICIPATING IN VOCATIONAL EDUCATION PROGRAMS DESIGNED TO ELIMINATE SEX BIAS AND STEREOTYPING, AND INCARCERATED CRIMINAL OFFENDERS; AND,
2. TO IMPROVE THE QUALITY AND RELEVANCE OF VOCATIONAL EDUCATION PROGRAMS TO GIVE THE NATION'S WORKFORCE THE MARKETABLE SKILLS NEEDED TO IMPROVE PRODUCTIVITY AND PROMOTE ECONOMIC GROWTH.

WITHOUT QUESTION, FEDERAL VOCATIONAL LEGISLATION PROVIDED STRONG LEADERSHIP AND DIRECTION TO VOCATIONAL EDUCATION IN SOUTH CAROLINA DURING THE PAST SEVEN (7) DECADES. IT HAS CONTRIBUTED SIGNIFICANTLY TO THE ECONOMIC AND INDUSTRIAL GROWTH OF THE STATE AND HAS ENHANCED THE ECONOMIC WELL-BEING OF ITS PEOPLE.

B. IMPACT OF RECENT STATE LEGISLATION

1. THE SOUTH CAROLINA EDUCATION FINANCE ACT OF 1977 PROVIDES FOR THE ALLOCATION OF STATE APPROPRIATED FUNDS (APPROXIMATELY $725 MILLION ANNUALLY) TO SCHOOL DISTRICTS BASED ON EACH SCHOOL DISTRICT'S INDEX OF TAXPAYING ABILITY AND 135 DAY AVERAGE DAILY MEMBERSHIP IN EACH OF ELEVEN PUPIL CLASSIFICATIONS. WEIGHTING FACTORS FOR THE ELEVEN PUPIL CLASSIFICATIONS VARY FROM 1.0 FOR ELEMENTARY PUPILS TO 1.25 FOR HIGH SCHOOL PUPILS TO 2.57 FOR VISUALLY AND HEARING HANDICAPPED PUPILS – THE WEIGHTING FACTOR FOR VOCATIONAL EDUCATION PUPILS IS 1.29. AT LEAST 85% OF THE FUNDS APPROPRIATED AND DISTRIBUTED TO SCHOOL DISTRICTS MUST BE SPENT IN DIRECT AND INDIRECT AID IN THE SPECIFIC AREA OF THE PROGRAM PLANNED TO SERVE THOSE CHILDREN WHO GENERATED THE FUNDS. THE ALLOCATION

METHOD UNDER THE SOUTH CAROLINA EDUCATION FINANCE ACT OF 1977 THEN DISTRIBUTES PROPORTIONATELY MORE STATE FUNDS TO "POORER" SCHOOL DISTRICTS AND TO RELATIVELY HIGHER COST EDUCATIONAL PROGRAMS, SUCH AS VOCATIONAL EDUCATION AND EDUCATION PROGRAMS FOR THE HANDICAPPED.

2. THE SOUTH CAROLINA EDUCATION IMPROVEMENT ACT OF 1984 (EIA), A SWEEPING EDUCATIONAL REFORM PACKAGE, INCLUDES A WIDE RANGE OF PROVISIONS FOR A) RAISING STUDENT PERFORMANCE BY INCREASING ACADEMIC STANDARDS; B) STRENGTHENING THE TEACHING AND TESTING OF BASIC SKILLS; C) ELEVATING THE TEACHING PROFESSION; D) IMPROVING LEADERSHIP, MANAGEMENT, AND FISCAL EFFICIENCY; E) IMPLEMENTING QUALITY CONTROLS AND REWARDING PRODUCTIVITY; F) CREATING MORE EFFECTIVE PARTNERSHIPS AMONG SCHOOLS, PARENTS, COMMUNITY AND BUSINESS; G) PROVIDING SCHOOL BUILDINGS CONDUCIVE TO IMPROVED STUDENT LEARNING; AND H) PROVIDING FINANCIAL SUPPORT NEEDED TO IMPROVE SOUTH CAROLINA SCHOOLS. PROVISIONS IN THE EIA PERTAINING TO VOCATIONAL EDUCATION FOCUS ON IMPROVING THE RELEVANCY OF VOCATIONAL TRAINING PROGRAMS. THE ACT UNDERSCORES AND EMPHASIZES THE NEED FOR EFFECTIVE TEAMWORK AT BOTH THE STATE AND LOCAL LEVELS BETWEEN BUSINESS/INDUSTRY, EDUCATION AND OTHER CONCERNED GROUPS AND INDIVIDUALS. STATE FUNDS IN THE AMOUNT OF $25 MILLION ARE AUTHORIZED OVER A FIVE-YEAR PERIOD UNDER THE EIA TO PURCHASE EQUIPMENT FOR UPGRADING EXISTING VOCATIONAL PROGRAMS, AND TO IMPLEMENT NEW PROGRAMS. THE HIGHEST PRIORITY IN FUNDING FOR VOCATIONAL EDUCATION MUST BE GIVEN TO JOB PREPARATORY, OCCUPATIONAL PROFICIENCY COURSES IN AREAS RELATED TO: A) CURRENT HIGH TECHNOLOGY TRADES, BUSINESSES, AND INDUSTRIES; B) HIGH LABOR MARKET AND HIGH LABOR INTENSIVE DEMAND; C) SMALL BUSINESS MANAGEMENT; AND, D) NEW AND EMERGING TRADES, INDUSTRIES, AND BUSINESSES WHICH FOSTER AND ENHANCE THE ECONOMIC DEVELOPMENT, STABILITY, AND DIVERSIFICATION OF THE STATE'S ECONOMY. REGULATIONS IMPLEMENTING THE VOCATIONAL EDUCATION PROVISIONS UNDER THE EIA REQUIRE LOCAL SCHOOL DISTRICTS TO PLAN AND CONDUCT A COMPREHENSIVE VOCATIONAL EDUCATION NEEDS ASSESSMENT, PREPARE AND SUBMIT A THREE-YEAR VOCATIONAL EDUCATION PLAN UTILIZING THE RESULTS OF THE COMPREHENSIVE NEEDS ASSESSMENT AND OTHER RELEVANT DATA, AND PREPARE AND SUBMIT AN ANNUAL PROGRESS REPORT. ALSO, BY 1987-88, LOCAL SCHOOL DISTRICTS ARE REQUIRED TO PLACE

AT LEAST FIFTY PERCENT OF THE GRADUATES AVAILABLE FOR PLACEMENT IN THE AREA TRAINED, UTILIZE PERFORMANCE-BASED CURRICULUM MATERIALS IN VOCATIONAL EDUCATION COURSES, PROVIDE THE OPPORTUNITY FOR THE COOPERATIVE METHOD OF INSTRUCTION IN THE FINAL LEVEL OF OCCUPATIONAL COURSES, AND ESTABLISH IN CONCERT WITH LOCAL BUSINESSES AND INDUSTRIES OR APPROPRIATE INSTITUTIONS OF HIGHER LEARNING A STAFF DEVELOPMENT TRAINING PROGRAM DESIGNED TO UPDATE ALL TRADE AND INDUSTRIAL TEACHERS IN THEIR OCCUPATIONAL AREA.

3. THE SOUTH CAROLINA EMPLOYMENT REVITALIZATION ACT OF 1988 WAS DESIGNED SPECIFICALLY TO IMPROVE THE COOPERATION AND COORDINATION OF ALL AGENCIES IN THE STATE INVOLVED IN OCCUPATIONAL TRAINING AND PROMOTE THE ARTICULATION OF COMPARABLE OCCUPATIONAL PROGRAMS FROM THE SECONDARY TO POSTSECONDARY INSTRUCTIONAL LEVELS. THE ACT REQUIRED THE ESTABLISHMENT OF 16 AREA OCCUPATIONAL TRAINING ADVISORY COMMITTEES IN THE STATE WITH THE PURPOSE OF INCREASING COORDINATION, ARTICULATION AND EFFECTIVENESS AMONG THE VARIOUS VOCATIONAL, TECHNICAL, OCCUPATIONAL AND ADULT EDUCATION PROGRAMS AND ECONOMIC DEVELOPMENT PROGRAMS IN EACH AREA OF SOUTH CAROLINA.

C. COMBINED EFFECTS OF FEDERAL VOCATIONAL AND STATE EDUCATIONAL LEGISLATION

THE YEAR 1984 MARKED AN IMPORTANT MILESTONE IN THE HISTORY OF VOCATIONAL EDUCATION IN SOUTH CAROLINA. DURING 1984, BOTH THE STATE EDUCATION IMPROVEMENT ACT AND FEDERAL CARL D. PERKINS VOCATIONAL EDUCATION ACT WERE PASSED. THESE NEW STATE AND FEDERAL ACTS INCLUDED MAJOR THRUSTS TO SERVE SPECIAL POPULATION GROUPS (ACADEMICALLY DISADVANTAGED) AND IMPROVE THE QUALITY AND RELEVANCY OF VOCATIONAL EDUCATION PROGRAMS. TOGETHER, THEY SIGNALED IN A NEW ERA FOR VOCATIONAL EDUCATION IN SOUTH CAROLINA - AN EXCITING ERA IN WHICH CHANGE, INNOVATION AND IMPROVEMENT IN VOCATIONAL EDUCATION PROGRAMS AND SUPPORT SERVICES WERE THE RULE RATHER THAN THE EXCEPTION. AS A RESULT, MANY OF THE ADVANCEMENTS ACHIEVED IN VOCATIONAL EDUCATION IN SOUTH CAROLINA OVER THE LAST FIVE-YEAR PERIOD REFLECT THE UTILIZATION OF FEDERAL, STATE AND LOCAL FINANCIAL RESOURCES, AND, THEREFORE, ONLY THEIR COMBINED EFFECT CAN BE DESCRIBED.

1. NEW VOCATIONAL EDUCATION PROGRAMS

FOR EXAMPLE, IN THE IMPLEMENTATION OF NEW VOCATIONAL (OCCUPATIONAL) PROGRAMS, STATE FUNDS UNDER THE SOUTH CAROLINA EDUCATION IMPROVEMENT ACT WERE LIMITED FOR THE PURCHASE OF MODERN, HIGH-TECHNOLOGY EQUIPMENT. IN MANY INSTANCES, FEDERAL TITLE II -

PART B FUNDS WERE UTILIZED FOR A PORTION OF TEACHER SALARIES AND/OR SUPPLIES AND SOUTH CAROLINA EDUCATION ACT (FOUNDATION PROGRAM) FUNDS WERE USED FOR A PORTION OF TEACHER SALARIES AND/OR SUPPLIES FOR THE NEW VOCATIONAL EDUCATION (OCCUPATIONAL) PROGRAMS. AS A RESULT OF FUNDS AVAILABLE FROM ALL SOURCES, 182 NEW VOCATIONAL EDUCATION COURSES WERE IMPLEMENTED DURING 1984-85 TO 1987-88 IN THE STATE TO MEET CURRENT AND PROJECTED EMPLOYMENT DEMAND.

2. PROGRAM IMPROVEMENT

AS A RESULT OF FUNDS AVAILABLE FROM FEDERAL, STATE AND LOCAL SOURCES, INSTRUCTIONAL EQUIPMENT WAS UPGRADED IN 673 VOCATIONAL EDUCATION (OCCUPATIONAL) COURSES FROM 1984-85 THROUGH 1987-88. THIS FIGURE INCLUDES 583 PROGRAMS UNDER EIA PLUS AN ESTIMATE OF 90 PROGRAMS UNDER THE PERKINS ACT.

3. PERSONNEL DEVELOPMENT

STAFF DEVELOPMENT SESSIONS WERE CONDUCTED TO ASSIST VOCATIONAL EDUCATORS WITH REINFORCING BASIC SKILLS IN VOCATIONAL COURSES. OVER 2,000 VOCATIONAL EDUCATORS HAVE PARTICIPATED IN A TRAINING SESSION. DISSEMINATION OF PUBLICATIONS RELATING TO INTEGRATING BASIC SKILLS AND VOCATIONAL EDUCATION HAS BEEN ACCOMPLISHED.

IN 1985-86, ACADEMIC AND APPLIED TEACHING SKILLS REQUIREMENTS WERE INCLUDED IN THE TEACHER EDUCATION CERTIFICATION REGULATIONS FOR TRADE AND INDUSTRIAL EDUCATION TEACHERS. IN 1986-87, A METHOD FOR SYSTEMATICALLY PROVIDING THE REQUIRED COURSES IN CONVENIENT LOCATIONS ACROSS THE STATE WAS DEVELOPED AND APPROVED BY NECESSARY AGENCIES. IN 1987-88, THE DELIVERY SYSTEM WAS IMPLEMENTED. AREAS REQUIRED INCLUDE TEACHING METHODS, CURRICULUM, CLASSROOM MANAGEMENT, TESTS, AND MEASUREMENT AND BEHAVIORAL PSYCHOLOGY.

DURING 1987-88, 91 VOCATIONAL TEACHERS AND ADMINISTRATORS AT 4 AREA VOCATIONAL CENTERS WERE TRAINED IN THE PROGRAM FOR EFFECTIVE TEACHING (PET). OVER THE THREE-YEAR PERIOD 1985-86 THROUGH 1987-88, 206 VOCATIONAL TEACHERS AND ADMINISTRATORS AT 9 AREA VOCATIONAL CENTERS HAVE BEEN TRAINED IN PET.

PRE-SERVICE COURSES FOR 474 TRADE AND INDUSTRIAL EDUCATION TEACHERS WERE OFFERED AT CLEMSON UNIVERSITY AND SOUTH CAROLINA STATE COLLEGE DURING THE 1987-88 SCHOOL YEAR.

LOCAL SCHOOL DISTRICTS/OTHER ELIGIBLE RECIPIENTS INDICATED IN THEIR 1987-88 VOCATIONAL EDUCATION PROGRESS REPORT THAT 683 (85.7%) TRADE AND INDUSTRIAL EDUCATION TEACHERS PARTICIPATED IN A PLANNED STAFF DEVELOPMENT PROGRAM UTILIZING BUSINESS/INDUSTRY OR INSTITUTIONS OF HIGHER LEARNING TO UPDATE THEIR KNOWLEDGE AND SKILLS IN THEIR OCCUPATIONAL AREA DURING 1987-88.

4. CURRICULUM DEVELOPMENT

A. COMPETENCY-BASED CURRICULUM MATERIALS

COMPETENCY-BASED VOCATIONAL EDUCATION, AN INSTRUCTIONAL PROCESS DESIGNED TO IMPROVE TEACHING AND LEARNING, REFERS TO VOCATIONAL PROGRAMS IN WHICH REQUIRED COMPETENCIES AND STANDARDS ARE SPECIFIED IN ADVANCE OF INSTRUCTION. COMPETENCY-BASED CURRICULUM MATERIALS HAVE BEEN DEVELOPED AND INSERVICED IN ALL VOCATIONAL PROGRAM AREAS. LOCAL SCHOOL DISTRICTS REPORTED IN THEIR ANNUAL PROGRESS REPORTS FOR 1987-88 THAT 3,756 VOCATIONAL EDUCATION PROGRAMS/COURSES, 90.0% OF ALL VOCATIONAL EDUCATION PROGRAMS/COURSES OFFERED DURING THE YEAR, UTILIZED COMPETENCY-BASED CURRICULUM MATERIALS. A HANDBOOK TITLED, IMPLEMENTING COMPETENCY BASED INSTRUCTION IN SOUTH CAROLINA HAS BEEN WIDELY DISSEMINATED AND INSERVICE EDUCATION FOR ADMINISTRATORS AND TEACHERS HAS BEEN PROVIDED.

B. MINIMUM PROGRAM COMPETENCIES, COMPETENCY PROFILES/CERTIFICATES AND TEST ITEM DEVELOPMENT

MINIMUM PROGRAM COMPETENCIES HAVE BEEN DEVELOPED FOR ALL VOCATIONAL PROGRAMS/COURSES. THE COMPETENCY LISTS REFLECT BASIC ENTRY-LEVEL SKILLS AND KNOWLEDGE ESSENTIAL FOR SUCCESSFUL EMPLOYMENT. THE COMPETENCIES CAN BE USED AS THE BASIS FOR UPDATING AND FOR MODIFYING CURRICULUM AND FOR PLANNING AND IMPLEMENTING ARTICULATION AGREEMENTS WITH COMPARABLE PROGRAMS AT THE POST-SECONDARY LEVEL. IN ADDITION, THE COMPETENCIES PROVIDE THE BASIS FOR

DEVELOPMENT OF COMPETENCY PROFILES/CERTIFICATES AND CRITERION-REFERENCED TEST ITEMS FOR OCCUPATIONAL PROGRAMS/COURSES.

DURING THE 1987-88 SCHOOL YEAR, COMPETENCY PROFILES AND CERTIFICATES OF ACHIEVEMENT WERE DEVELOPED FOR 57 PROGRAMS/COURSES, AND 26 ADDITIONAL PROFILES/ACHIEVEMENT CERTIFICATES WILL BE DEVELOPED DURING FY 1988-89.

SINCE 1986, COMPETENCY TEST ITEM BANKS HAVE BEEN DEVELOPED IN 33 PROGRAMS/COURSES. COMPETENCY TESTS ARE BEING RANDOMLY GENERATED FROM THE TEST BANKS FOR PILOTING STATEWIDE. THE MAJOR PURPOSE OF THE TESTING PROGRAM IS TO PROVIDE LOCAL SCHOOL DISTRICTS WITH A DIAGNOSTIC TOOL FOR EVALUATING AND IMPROVING SPECIFIC AREAS OF THEIR VOCATIONAL INSTRUCTIONAL PROGRAMS AND SERVICES.

C. APPLIED/RELATED COURSES

THE FOLLOWING NEW COURSES HAVE BEEN IMPLEMENTED AND/OR ARE BEING ADAPTED FOR IMPLEMENTATION IN SOUTH CAROLINA: APPLIED PHYSICS - THE PRINCIPLES OF TECHNOLOGY; APPLIED MATHEMATICS (CURRICULUM IS CURRENTLY UNDER REVISION) AND APPLIED COMMUNICATIONS, A LANGUAGE ARTS COURSE. A FOURTH COURSE, APPLIED BIOLOGY/CHEMISTRY IS BEING DEVELOPED BY THE CENTER FOR OCCUPATIONAL RESEARCH AND DEVELOPMENT (CORD). SOUTH CAROLINA IS A MEMBER OF THE DESIGN TEAM. WHEN FULLY DEVELOPED AND/OR IMPLEMENTED, THESE APPLIED COURSES WILL STRENGTHEN THE CONCEPT OF APPLIED TEACHING TO ENHANCE ACADEMIC SKILLS IN THE CONTEXT OF WORK-RELATED AND PRACTICAL PROBLEM SOLVING LEARNING ACTIVITIES. THE OFFICE OF VOCATIONAL EDUCATION, IN COOPERATION WITH THE OFFICE OF GENERAL EDUCATION, IS PROMOTING THE COURSES AND ENCOURAGING VOCATIONAL AND NON-VOCATIONAL EDUCATORS TO WORK TOGETHER TO DEVELOP LOCAL STRATEGIES FOR STRENGTHENING THE ACADEMIC FOUNDATION OF ALL VOCATIONAL STUDENTS.

THE FOLLOWING CURRICULUM PRODUCTS FOR REINFORCING BASIC COMPETENCIES HAVE BEEN WIDELY DISSEMINATED/INSERVICED TO VOCATIONAL AND NON-VOCATIONAL EDUCATORS:

- REINFORCING BASIC SKILLS THROUGH VOCATIONAL EDUCATION – GUIDES ADMINISTRATORS IN PLANNING, UPDATING AND/OR MODIFYING INSTRUCTION.
- TEACHING AND TESTING OUR BASIC SKILLS OBJECTIVES – CONTAINS ACTIVITIES TO HELP STUDENTS DEVELOP BASIC SKILLS.
- BASIC SKILLS WORD LISTS AND LESSON PLANS – PROVIDES WORD LISTS/DEFINITIONS DEVELOPED FROM THE SOUTH CAROLINA BASIC SKILLS WORD LISTS AND PROVIDES SAMPLES OF LESSON PLANS RELATING TO THE BASIC SKILLS OBJECTIVES FOR TEACHERS TO USE AS A GUIDE IN DEVELOPING ADDITIONAL LESSON PLANS.
- TEACHING READING IN VOCATIONAL EDUCATION – GUIDES TEACHERS IN WORKING WITH SPECIAL EDUCATION STUDENTS OR AS A SUPPLEMENTAL RESOURCE TO EXISTING MATERIALS.

THE SOUTHERN REGIONAL EDUCATION BOARD HAS ASSISTED IN THE FORMATION OF A CONSORTIUM OF SOUTHEASTERN STATES (INITIATED IN 1986) TO ADVANCE, APPLY AND EVALUATE APPROACHES THAT WILL STRENGTHEN THE DEVELOPMENT OF THE BASIC COMPETENCIES OF VOCATIONAL STUDENTS. SOUTH CAROLINA WAS ONE OF THE FOUNDING STATES, AND IS ACTIVELY PARTICIPATING IN THE ACTIVITIES AND PROJECTS AS A MEMBER OF THE CONSORTIUM. TWO PILOT SITES, CHEROKEE COUNTY SCHOOL DISTRICT AND OCONEE COUNTY SCHOOL DISTRICT, HAVE BEEN ESTABLISHED TO IMPLEMENT AND EVALUATE THE GOALS AND OBJECTIVES OF THE CONSORTIUM PROJECTS.

5. VOCATIONAL GUIDANCE AND PLACEMENT

A COMPREHENSIVE CAREER GUIDANCE PROGRAM FOR STUDENTS IN GRADES K THROUGH 12 HAS BEEN DEVELOPED. THIS PROGRAM WILL PROVIDE THE FRAMEWORK FOR LOCAL SCHOOL DISTRICTS TO EVOLVE A PROGRAM WHICH WILL MEET THE SPECIFIC NEEDS OF THEIR STUDENTS. RESOURCE MATERIALS ARE AVAILABLE THROUGH THE OFFICE OF VOCATIONAL EDUCATION - GUIDANCE AND CAREER EDUCATION UNIT - FOR ALL GRADE LEVELS IN THIS PROGRAM.

FEDERAL FUNDS UTILIZED FOR VOCATIONAL GUIDANCE AND COUNSELING DURING 1987-88 ($1,473,425) WAS APPROXIMATELY 32.4% OF THE TOTAL TITLE II - PART B FEDERAL FUNDS EXPENDED. THESE FUNDS, USED TO IMPROVE/EXPAND EXISTING AND IMPLEMENT NEW VOCATIONAL GUIDANCE PROGRAMS, FAR EXCEEDED THE MINIMUM EXPENDITURE REQUIRED BY THE PERKINS ACT (FY 1984 LEVEL - $626,370).

6. RESEARCH

ALL VOCATIONAL EDUCATION DATA COLLECTION INSTRUMENTS AND RECORD KEEPING REQUIREMENTS WHICH IMPACT ON LOCAL SCHOOL DISTRICTS/OTHER ELIGIBLE RECIPIENTS WERE REVIEWED/REVISED TO: (1) ELIMINATE DUPLICATIONS AND/OR REDUNDANCIES IN DATA ELEMENTS; (2) ELIMINATE NONESSENTIAL DATA ITEMS AND/OR INSTRUMENTS; AND, (3) CLARIFY RECORDS TO BE MAINTAINED AT THE SCHOOL OR DISTRICT LEVEL.

THROUGH EXTENSIVE USE OF THE COMPUTER, THE RESEARCH COORDINATING UNIT HAS THE ABILITY TO MONITOR EACH VOCATIONAL PROGRAM IN THE STATE IN ACCORDANCE WITH LEGISLATIVE REQUIREMENTS. DATA COLLECTED DURING 1987-88 INCLUDED VOCATIONAL ENROLLMENT, SPECIAL NEEDS ENROLLMENT, VOCATIONAL COMPLETERS DATA AND FOLLOW-UP INFORMATION FOR OCCUPATIONAL PROGRAM COMPLETERS.

7. TECHNICAL ASSISTANCE

A WIDE VARIETY OF TECHNICAL ASSISTANCE HAS BEEN PROVIDED BY THE OFFICE OF VOCATIONAL EDUCATION STAFF TO LOCAL SCHOOL DISTRICTS/OTHER ELIGIBLE RECIPIENTS IN THE AREAS OF: CIVIL RIGHTS COMPLIANCE; SEX EQUITY; GUIDANCE AND PLACEMENT; CAREER EDUCATION; TEACHER EDUCATION AND CERTIFICATION; CUSTODIAL SERVICES; COMPETENCY-BASED VOCATIONAL INSTRUCTION; MINIMUM PROGRAM COMPETENCIES AND TEST ITEM DEVELOPMENT; VOCATIONAL STUDENT ORGANIZATIONS; VOCATIONAL EDUCATION STUDENT COMPETITIVE EVENTS; PROGRAMS AND SERVICES FOR SPECIAL NEEDS STUDENTS; COOPERATIVE METHOD OF INSTRUCTION; ADULT VOCATIONAL PROGRAMS AND SERVICES; BUSINESS/INDUSTRY AND EDUCATION LINKAGES.

8. PROGRAM COORDINATION, COOPERATION AND ARTICULATION

THE SOUTH CAROLINA DEPARTMENT OF EDUCATION, OFFICE OF VOCATIONAL EDUCATION HAS ESTABLISHED AN EFFECTIVE SYSTEM OF COORDINATION WITH OTHER STATE AGENCIES/INSTITUTIONS WHOSE RESPONSIBILITIES RELATE TO MANPOWER TRAINING AND ECONOMIC DEVELOPMENT IN SOUTH CAROLINA THROUGH THE FOLLOWING STRATEGIES: 1) THROUGH PROVISIONS OF THE EMPLOYMENT REVITALIZATION ACT OF 1986 AND PROVISIONS OF A JOINT MEMORANDUM OF AGREEMENT BETWEEN THE OFFICE OF VOCATIONAL EDUCATION AND THE STATE BOARD FOR TECHNICAL AND COMPREHENSIVE EDUCATION, AN ADULT VOCATIONAL EDUCATION SHORT-TERM TRAINING PROGRAM WAS IMPLEMENTED IN CONCERT WITH THE TECHNICAL EDUCATION SYSTEM DURING 1986-87 AND CONTINUED DURING 1987-88, 2) INFORMATION, RESOURCES, AND PERSONNEL WERE UTILIZED FROM THE EMPLOYMENT SECURITY COMMISSION AT BOTH THE STATE AND LOCAL

LEVELS TO ASSIST IN PLANNING AND UPDATING VOCATIONAL EDUCATION PROGRAMS THROUGHOUT THE STATE, 3) PARTICIPATION IN PLANNING SESSIONS AND SEMINARS WITH THE STATE DEVELOPMENT BOARD INCREASED AN AWARENESS OF THE ROLE OF VOCATIONAL EDUCATION IN ECONOMIC DEVELOPMENT IN THE STATE, 4) PARTICIPATION AND COORDINATION WITH THE AREA OCCUPATIONAL TRAINING ADVISORY COMMITTEES CREATED BY THE EMPLOYMENT REVITALIZATION ACT OF 1986 HAS ENHANCED THE ROLE OF VOCATIONAL EDUCATION IN IMPLEMENTING THE COORDINATION, ARTICULATION AND COOPERATION PROVISIONS OF THE ACT; AND, 5) COORDINATION HAS BEEN ENHANCED WITH OTHER ORGANIZATIONS INVOLVED IN ECONOMIC DEVELOPMENT THROUGH JOINT ACTIVITIES WITH GROUPS SUCH AS CHAMBERS OF COMMERCE AND PRIVATE AND PUBLIC OCCUPATIONAL ASSOCIATIONS.

DURING THE PERIOD 1985-86 THROUGH 1987-88, SEVENTY-SEVEN (77) AREA VOCATIONAL CENTERS/HIGH SCHOOLS SPONSORED EITHER A BUSINESS INDUSTRY EDUCATION DAY OR A SEMINAR ON BUILDING INDUSTRY EDUCATION PARTNERSHIP. THESE FUNCTIONS WERE EFFECTIVE IN ENHANCING THE RELATIONSHIP BETWEEN THE PRIVATE SECTOR AND THE LOCAL AND STATE LEVELS IN SOME IMPORTANT WAYS, NAMELY 1) INCREASE IN THE PLACEMENT RATE OF THE STUDENTS WHO COMPLETE VOCATIONAL EDUCATION PROGRAMS, 2) INCREASE IN THE NUMBER OF STUDENTS SUCCESSFULLY PARTICIPATING IN THE COOPERATIVE METHOD OF INSTRUCTION, 3) THE DEVELOPMENT AND ORGANIZATION OF FUNCTIONAL PROGRAM ADVISORY COMMITTEES AND ADVISORY COUNCILS, AND 4) ESTABLISHMENT OF FORUMS FOR LOCAL EDUCATION AGENCIES TO IDENTIFY COMMON CONCERNS, EXPECTATIONS, NEEDS, RESOURCES, TRAINING PROGRAMS AND INTERESTS OF EDUCATION AND THE PRIVATE SECTOR.

LOCAL SCHOOL DISTRICTS/OTHER ELIGIBLE RECIPIENTS INDICATED IN THEIR ANNUAL VOCATIONAL EDUCATION PROGRESS REPORT FOR 1987-88 THAT ARTICULATION AGREEMENTS HAD BEEN EXECUTED FOR 910 (57.8%) SECONDARY VOCATIONAL EDUCATION COURSES OF 1,574 COURSES THAT WERE COMPARABLE WITH POSTSECONDARY COURSES OFFERED AT TECHNICAL EDUCATION COLLEGES.

9. COMPLETERS AND PLACEMENT FOLLOW-UP

DURING THE THREE YEAR PERIOD 1985-86 THROUGH 1987-88, 28,187 SECONDARY STUDENTS COMPLETED VOCATIONAL EDUCATION PROGRAMS IN SOUTH CAROLINA AND WERE AVAILABLE FOR PLACEMENT. THE PLACEMENT FOLLOW-UP RESULTS OF THOSE COMPLETERS AVAILABLE FOR PLACEMENT SHOW THAT:

1) 75.3% OR 21,233 COMPLETERS WERE PLACED IN AN AREA RELATED TO THEIR TRAINING.

2) 17.7% OR 4,993 COMPLETERS WERE PLACED IN AN AREA UNRELATED TO THEIR TRAINING.

3) 7.0% OR 1,981 COMPLETERS WERE UNEMPLOYED (COMPARED TO A STATE UNEMPLOYMENT RATE OF 18.5% FOR 16-19 YEAR OLD PERSONS DURING 1986-87).

NOTE: 93.0% OF COMPLETERS AVAILABLE FOR PLACEMENT WERE PLACED.

10. EVALUATION

DURING 1985-86 THROUGH 1987-88, THE QUALITY AND EFFECTIVENESS OF VOCATIONAL EDUCATION IN 60% OF THE SCHOOL DISTRICTS IN THE STATE WERE EVALUATED BASED ON THE ESTABLISHED PROGRAM STANDARDS FOR VOCATIONAL EDUCATION. THE MEAN PERCENTAGE OF STANDARDS DETERMINED TO BE "IN COMPLIANCE" ROSE FROM 75.0% IN 1985-86 TO 85.2% IN 1987-88.

IV. REAUTHORIZATION OF VOCATIONAL EDUCATION LEGISLATION

A. CARL D. PERKINS VOCATIONAL EDUCATION ACT

OVERALL, THE CARL D. PERKINS VOCATIONAL EDUCATION ACT IS SOUND LEGISLATION AND HAS BEEN EFFECTIVE IN SOUTH CAROLINA IN RELATION TO ADDRESSING ESTABLISHED NATIONAL PURPOSES/PRIORITIES AND IN COMPLEMENTING AND ADVANCING STATE EFFORTS TO IMPROVE THE QUALITY AND RELEVANCY OF VOCATIONAL EDUCATION TO EFFECTIVELY SERVE ALL STUDENT POPULATIONS. OF COURSE, THERE ARE ASPECTS OF THE CURRENT LEGISLATION THAT SHOULD BE REVISED, SIMPLIFIED, CLARIFIED OR POSSIBLY ELIMINATED IN ORDER TO STRENGTHEN NEW VOCATIONAL EDUCATION LEGISLATION, INCLUDING THE FOLLOWING:

1. AUTHORIZATION AND APPROPRIATION FUNDING LEVELS

DISCUSSION:

VOCATIONAL EDUCATION HAS MADE, AND CAN CONTINUE TO MAKE, SUBSTANTIAL CONTRIBUTIONS IN NATIONAL DEFICIT REDUCTIONS AND ECONOMIC DEVELOPMENT. UNQUESTIONABLY, VOCATIONAL EDUCATION HAS A SIGNIFICANT ROLE IN REDUCING UNEMPLOYMENT, SHIFTING PERSONS FROM RECEIVING PUBLIC WELFARE ASSISTANCE TO PRODUCTIVE EMPLOYMENT, INCREASING WORKER PRODUCTIVITY, ENHANCING THE CAPABILITY OF OUR INDUSTRIAL SECTOR TO COMPETE WITH FOREIGN IMPORTS AND IN REVERSING TRADE IMBALANCES. VOCATIONAL EDUCATION IS A VITAL PART OF THE SOLUTION TO THE ECONOMIC ILLS CONFRONTING OUR NATION, WHICH HAS BEEN RECOGNIZED BY THE U. S. CONGRESS.

RECOMMENDATION(S):

REAUTHORIZATION LEGISLATION SHOULD REFLECT ONLY THOSE PURPOSES AND CORRESPONDING TITLES/PARTS THAT THE U. S. CONGRESS IS COMMITTED TO SUPPORT IN RELATION TO THE APPROPRIATION OF FUNDS. IT SHOULD BE CLEAR THAT THE EXTENT AND DEGREE TO WHICH VOCATIONAL EDUCATION CONTRIBUTES TO PROBLEMS CONFRONTING THE NATIONAL ECONOMY WILL BE PROPORTIONAL TO THE LEADERSHIP AND INVESTMENT OF FUNDS AT THE NATIONAL LEVEL IN VOCATIONAL EDUCATION PROGRAMS AND SERVICES. THE FEDERAL ROLE IN VOCATIONAL EDUCATION WAS STRENGTHENED THROUGH THE PASSAGE OF THE CARL D. PERKINS VOCATIONAL EDUCATION ACT OF 1984. THE PERKINS ACT PROVIDED THE MEANS TO FOCUS AND DIRECT AVAILABLE RESOURCES IN EACH AND EVERY STATE IN OUR COUNTRY TOWARD THE ACCOMPLISHMENT OF COMMON NATIONAL

PURPOSES. IN VIEW OF THE ECONOMIC PROBLEMS CONFRONTING OUR NATION, IT IS CRUCIAL THAT THE FEDERAL ROLE IN VOCATIONAL EDUCATION NOT ONLY BE CONTINUED, BUT, EXPANDED! THE FEDERAL APPROPRIATION OF FUNDS FOR VOCATIONAL EDUCATION SHOULD BE AT OR VERY NEAR TO AUTHORIZATION LEVELS AND ALL TITLES AND PARTS OF THE ACT SHOULD BE FUNDED.

2. STRUCTURE AND PROVISION OF ACT/STATE LEVEL USE OF FUNDS

DISCUSSION:

THE CURRENT LEGISLATION PROVIDES FOR THE USE OF FEDERAL FUNDS FOR STATE LEVEL PURPOSES UNDER EACH OF THE TITLES, PARTS AND PURPOSES OF THE ACT, HOWEVER, IT IS SOMEWHAT CONFUSING, INCONSISTENT, AND RESULTS IN AN UNDUE BURDEN IN ACCOUNTING FOR THE EXPENDITURE OF THESE FUNDS. FOR EXAMPLE, UNDER THE TITLE II - BASIC GRANT, A MAXIMUM OF 7% MAY BE RESERVED FOR THE STATE ADMINISTRATION OF ALL TITLE II - PART A PURPOSES AND TITLE II - PART B PURPOSES, WHILE UNDER TITLE III - SPECIAL PROGRAMS, EACH PART HAS DIFFERENT REQUIREMENTS PERTAINING TO THE LIMITATION OF FUNDS THAT CAN BE USED FOR STATE ADMINISTRATION (I.E. PART A - NO LIMIT, PART B - 6% LIMIT, PART C - NO LIMIT, PART D - NO LIMIT, PART E - 10% LIMIT FIRST YEAR AND 5% LIMIT THEREAFTER). OTHER STATE LEVEL PURPOSES UNDER THE TITLE II - BASIC GRANT ARE INCLUDED UNDER PART B (TECHNICAL ASSISTANCE, CURRICULUM DEVELOPMENT, PROFESSIONAL DEVELOPMENT, ETC.), HOWEVER, THESE FUNDS MAY ALSO BE USED FOR TITLE II - PART A PURPOSES. EACH OF THE PARTS UNDER TITLE III VARIES IN TERMS OF THE LIMITATION OF FUNDS FOR OTHER STATE LEVEL PURPOSES (I.E. STATE LEADERSHIP).

RECOMMENDATION(S):

IT IS RECOMMENDED THAT FUNDS FOR STATE LEVEL PURPOSES BE TAKEN FIRST UNDER BOTH TITLE II AND TITLE III AT UNIFORM PERCENTAGE LIMITATIONS (I. E. 7% STATE ADMINISTRATION AND 13% OTHER STATE LEVEL PURPOSES). THE REMAINDER OF THE FUNDS (80% MINIMUM) WOULD THEN BE DISTRIBUTED FOR ALLOCATION TO ELIGIBLE RECIPIENTS. THIS WOULD ALSO GREATLY SIMPLIFY COST ACCOUNTING PROCEDURES REQUIRED AND REDUCE ASSOCIATED PAPERWORK BURDENS.

3. MAINTENANCE OF EFFORT

DISCUSSION:

THE PERKINS ACT TITLE V - SECTION 503, REQUIRES THAT "NO PAYMENTS SHALL BE MADE UNDER THIS ACT FOR ANY FISCAL YEAR TO A STATE UNLESS . . . THE FISCAL EFFORT PER STUDENT OR

THE AGGREGATE EXPENDITURES OF SUCH STATE FOR VOCATIONAL EDUCATION FOR THE FISCAL YEAR PRECEDING THE FISCAL YEAR FOR WHICH THE DETERMINATION IN MADE, EQUALED OR EXCEEDED SUCH EFFORT OR EXPENDITURES FOR VOCATIONAL EDUCATION FOR THE SECOND PRECEDING FISCAL YEAR." THIS IS COMPARING STATE EXPENDITURES UNDER THE PERKINS ACT IN 1985-86 AND 1986-87 AGAINST STATE EXPENDITURES UNDER THE VOCATIONAL EDUCATION ACT OF 1963 FOR 1983-84 AND, 1984-85 RESPECTIVELY; WHICH IS NOT POSSIBLE. UNDER THE 1963 VOCATIONAL EDUCATION ACT, FEDERAL FUNDS COULD BE USED TO MAINTAIN EXISTING VOCATIONAL EDUCATION PROGRAMS, AND ALL FUNDS EXPENDED FOR THE TOTAL SYSTEM OF VOCATIONAL EDUCATION, AT BOTH THE SECONDARY AND POSTSECONDARY LEVELS, WERE REPORTED ON THE ANNUAL FINANCIAL STATUS REPORT SUBMITTED TO THE U. S. DEPARTMENT OF EDUCATION. UNDER THE PERKINS ACT, FEDERAL FUNDS CANNOT BE USED TO MAINTAIN EXISTING VOCATIONAL EDUCATION PROGRAMS. THE EXPENDITURE OF STATE/LOCAL FUNDS TO MAINTAIN EXISTING VOCATIONAL EDUCATION PROGRAMS IS NOT REPORTED TO THE U. S. DEPARTMENT OF EDUCATION NOR IS THERE A PROVISION FOR DOING SO ON THE FINANCIAL STATUS REPORT FORMS. THE U. S. DEPARTMENT OF EDUCATION ACKNOWLEDGED THIS PROBLEM DURING RECENT REGIONAL MEETINGS FOR THE STATES REGARDING THE PREPARATION OF FINANCIAL STATUS REPORTS, BUT, DID NOT OFFER A SOLUTION (EXCEPT THAT THE MAINTENANCE OF EFFORT REQUIREMENT WOULD BE MONITORED THROUGH STATE AUDITS).

RECOMMENDATION(S):

THAT THE MAINTENANCE OF EFFORT REQUIREMENT AS CURRENTLY CONTAINED IN THE PERKINS ACT BE ELIMINATED. THE PERKINS ACT REQUIRES SPECIFIC NON-FEDERAL MATCHING REQUIREMENTS FOR MANY OF ITS TITLES, PARTS AND PURPOSES, WHICH SHOULD BE THE MINIMUM EXPENDITURE OF STATE/LOCAL FUNDS THAT STATES HAVE TO MEET. MAINTENANCE OF EFFORT UNDER THE PERKINS ACT IS NOT RELEVANT AND HAS LITTLE OR NO MEANING.

4. MINIMUM EXPENDITURE OF FUNDS FOR GUIDANCE AND COUNSELING

DISCUSSION:

THE PERKINS ACT, SECTION 113(c)(15), REQUIRES THAT "FOR EACH FISCAL YEAR, EXPENDITURES FOR CAREER GUIDANCE AND COUNSELING FROM ALLOTMENTS FOR TITLE II AND PART D OF TITLE III WILL NOT BE LESS THAN THE EXPENDITURES FOR SUCH GUIDANCE AND COUNSELING IN THE STATE FOR THE FISCAL YEAR 1984 ASSISTED UNDER SECTION 134(a) OF THE VOCATIONAL

EDUCATION ACT OF 1963." UNDER THE VOCATIONAL EDUCATION ACT OF 1963, STATES WERE REQUIRED TO EXPEND A MINIMUM OF 20% OF THEIR SECTION 134(a) OR SUBPART 3 ALLOCATION FOR GUIDANCE AND COUNSELING. IN FY 1984, SOUTH CAROLINA EXPENDED APPROXIMATELY $828,000 OR NEARLY 48.0% OF ITS SUBPART 3 ALLOTMENT FOR GUIDANCE AND COUNSELING. THAT THE PERKINS ACT EXPENDITURES REQUIREMENT AND THE REQUIREMENT THAT TITLE II - PART B FUNDS FOR GUIDANCE AND COUNSELING CANNOT BE USED TO MAINTAIN EXISTING PROGRAMS PLACES AN UNDUE AND DISPROPORTIONATE BURDEN ON SOUTH CAROLINA. IN ESSENCE, UNDER THE PERKINS ACT REQUIREMENT, SOUTH CAROLINA MUST EXPEND AN AMOUNT OF FEDERAL FUNDS TO IMPROVE, EXPAND AND EXTEND GUIDANCE AND COUNSELING EQUIVALENT TO A STATE TWICE OUR SIZE BECAUSE OF OUR STRONG COMMITMENT TO MAINTAINING, IMPROVING AND EXPANDING GUIDANCE AND COUNSELING PROGRAMS UNDER THE PREVIOUS LEGISLATION – THIS MAKES LITTLE SENSE!

RECOMMENDATION(S):

THAT THE RULES AND REGULATIONS PERTAINING TO THE PERKINS ACT BE REVISED TO ALLOW THE USE OF FEDERAL FUNDS UNDER TITLE II -PART B BE TO MAINTAIN, IMPROVE, EXPAND, AND EXTEND CAREER GUIDANCE AND COUNSELING, PREVOCATIONAL EDUCATION, MODERN INDUSTRIAL ARTS AND AGRICULTURE ARTS AND COOPERATIVE VOCATIONAL EDUCATION PROGRAMS. THIS IS ESPECIALLY IMPORTANT, SINCE NEW PROGRAMS AND SERVICES IMPLEMENTED INITIALLY UNDER THE PERKINS ACT WILL BE CONSIDERED "EXISTING PROGRAMS" THREE YEARS FOLLOWING IMPLEMENTATION. IT IS CRUCIAL IN STATES, SUCH AS SOUTH CAROLINA, THAT HAVE EXPERIENCED CUTBACKS IN STATE FUNDING DUE TO DECLINING REVENUES AND WILL BE UNABLE FINANCIALLY TO SUPPORT PREVIOUSLY EXPANDED AND EXTENDED PROGRAMS AND SERVICES.

A MAJOR ASPECT OF THE CURRENT LEGISLATION WHICH HAS BEEN SUCCESSFUL AND SHOULD BE MAINTAINED IS THE RELATIVELY HIGH DEGREE OF FLEXIBILITY AFFORDED STATES IN DETERMINING METHODS AND CRITERIA FOR ALLOCATING/DISTRIBUTING FEDERAL FUNDS TO ELIGIBLE RECIPIENTS AND THE UTILIZATION OF THOSE FUNDS TO BEST MEET IDENTIFIED NEEDS. THIS ASPECT SHOULD BE EMPHASIZED AND, WHERE POSSIBLE, INCREASED IN THE REAUTHORIZATION OF FEDERAL VOCATIONAL EDUCATION LEGISLATION.

B. H.R. 7 - CARL D. PERKINS APPLIED TECHNOLOGY EDUCATION ACT

WE SUPPORT THE MAJOR PURPOSE OF H.R. 7, THE CARL D. PERKINS APPLIED TECHNOLOGY EDUCATION ACT, PASSED BY THE U. S. HOUSE OF REPRESENTATIVES ON TUESDAY, MAY 9, 1989, TO MAKE THE NATION MORE COMPETITIVE IN THE WORLD ECONOMY BY DEVELOPING MORE FULLY THE ACADEMIC AND OCCUPATIONAL SKILLS OF ALL SEGMENTS OF THE POPULATION. WHILE WE SUPPORT THE MAJOR PURPOSE AND THRUSTS OF H.R. 7, THE FOLLOWING PROVISIONS ARE FELT TO PRESENT SIGNIFICANT PROBLEMS FOR THE SYSTEM OF PUBLIC EDUCATION IN SOUTH CAROLINA OF WHICH VOCATIONAL EDUCATION IS AN INTEGRAL COMPONENT.

1. SECTION 212 OF H.R. 7 AMENDS THE "WITHIN STATE" ALLOCATION BY RESERVING 20% OF THE BASIC GRANT FUNDS AT THE STATE LEVEL WHILE 80% OF THE BASIC GRANT FUNDS ARE RESERVED FOR LOCAL EDUCATION AGENCIES. WHILE THIS SPLIT IS EXACTLY AS MANDATED BY PRESENT LEGISLATION, H.R. 7 FURTHER DIVIDES THE 20% OF THE FUNDS FOR STATE LEVEL PROGRAMS BY SETTING ASIDE 10% OF THAT TOTAL FOR PROGRAMS FOR SEX EQUITY AND DISPLACED HOMEMAKERS FOR DISTRIBUTION TO LOCAL EDUCATION AGENCIES. THEREFORE, IN ESSENCE ONLY 10% OF THE FUNDS REMAIN FOR STATE LEVEL PROGRAMS WHICH ARE PRESENTLY PROVIDING SERVICES TO LOCAL SCHOOL DISTRICTS. THE NET RESULT IS A 50% REDUCTION IN THE AMOUNT OF FUNDS AVAILABLE AT THE STATE LEVEL TO PROVIDE SUCH SERVICES AS CURRICULUM DEVELOPMENT, TECHNICAL ASSISTANCE, TEACHER EDUCATION PROGRAMS, RESEARCH DATA, AND PERSONNEL DEVELOPMENT. PARADOXICALLY, H.R. 7 ADDS SEVERAL NEW AND RELATIVELY LARGE STATE LEVEL INITIATIVES, WHILE AT THE SAME TIME IT MAY CAUSE REDUCTIONS IN STATE LEVEL STAFF POSITIONS AND SERVICES. A SIMPLE SOLUTION TO THIS DILEMMA CAN BE ACCOMPLISHED BY MOVING THE 10% SET ASIDE OF STATE LEVEL FUNDS FOR SEX EQUITY AND DISPLACED HOMEMAKERS' PROGRAMS TO THE FLOW THROUGH SIDE OF THE SPLIT (80%) AS IT IS UNDER CURRENT LEGISLATION. THIS WOULD ALLOW A "TRUE" 20% OF THE FUNDS TO BE ALLOCATED FOR STATE LEVEL PROGRAMS AS THE PRESENT LEGISLATION PERMITS AND CONTINUE VITAL STATE PROVIDED SERVICES TO LOCAL SCHOOL DISTRICTS.

2. THE SECOND PROVISION OF H.R. 7 THAT WOULD CAUSE A PROBLEM IN SOUTH CAROLINA RELATES TO THE DISTRIBUTION FORMULA FOR ALLOCATING FUNDS TO ELIGIBLE RECIPIENTS. THE NEW H.R. 7 FORMULA USES AS THE FACTORS CHAPTER 1 DATA (70%), HANDICAPPED STUDENT ENROLLMENT (20%),

AND TOTAL ENROLLMENT K-12 (10%), WHILE TOTALLY IGNORING VOCATIONAL EDUCATION ENROLLMENT WHICH IS THE MAJOR FACTOR IN THE PRESENT DISTRIBUTION FORMULA.

WHILE INTENDING TO DIRECT MORE FUNDS TO DISADVANTAGED AREAS OF A STATE, THE NEW FORMULA APPEARS TO HAVE THE OPPOSITE EFFECT IN SOUTH CAROLINA. THE RESULTS OF PRELIMINARY ALLOCATION DATA SHOW THAT OF THE TWENTY-ONE (21) SCHOOL DISTRICTS WHICH WOULD RECEIVE A DECREASE OF FUNDS OF $10,000 OR MORE, EIGHTEEN (18) ARE DESIGNATED AS "ECONOMICALLY DEPRESSED AREAS" BASED UPON THE DEFINITION AND FACTORS IN PRESENT LEGISLATION. CONVERSELY, SIXTEEN (16) OF THE TWENTY-FIVE (25) DISTRICTS WHICH WOULD RECEIVE AN INCREASE OF $10,000 OR MORE, ARE CURRENTLY DESIGNATED AS "NON-ECONOMICALLY DEPRESSED AREAS." THE NEW FORMULA WAS EVIDENTLY NOT FIELD TESTED. A POSSIBLE SOLUTION WOULD BE TO KEEP THE DISTRIBUTION FORMULA SIMILAR TO THE FORMULA IN THE PRESENT LEGISLATION WITH VOCATIONAL ENROLLMENT FOR THE PREVIOUS SCHOOL YEAR BEING A MAJOR FACTOR (I.E. 50% OF THE FUNDS DISTRIBUTED BASED ON POVERTY LEVEL DATA AND 50% OF THE FUNDS DISTRIBUTED BASED ON PRIOR YEAR VOCATIONAL EDUCATION ENROLLMENTS).

3. THE THIRD PROVISION OF H.R. 7 THAT WOULD BE TROUBLESOME FOR SOUTH CAROLINA IS THAT IT APPEARS TO INCREASE SUBSTANTIALLY THE ACCOUNTING AND PAPERWORK BURDEN AT BOTH THE STATE AND LOCAL LEVELS. FOR EXAMPLE, H.R. 7: A) EXPANDS THE REQUIREMENTS FOR LOCAL APPLICATIONS TO BE SUBMITTED BY LOCAL SCHOOL DISTRICTS/OTHER ELIGIBLE RECIPIENTS BY ADDING SIX (6) DESCRIPTIONS (E.G. - SYSTEM OF STANDARDS FOR PERFORMANCE, ACCESS TO PROGRAMS BY SPECIAL POPULATIONS, MONITORING THE PROVISION OF PROGRAMS TO HANDICAPPED STUDENTS, FACILITATING AND PROMOTING THE EFFECTIVE TRANSITION OF SPECIAL POPULATION STUDENTS, OCCUPATIONAL NEEDS OF THE AREA AND MEETING SPECIFIC USES OF FUNDS UNDER THE ACT); B) REQUIRES THAT FEDERAL FUNDS BE USED FIRST IN SCHOOLS THAT HAVE THE HIGHEST NUMBERS OR PERCENTAGES OF SPECIAL POPULATION STUDENTS AND ARE OFFERING PROGRAMS IN GREATEST NEED OF IMPROVEMENT; C) REQUIRES LOCAL EDUCATIONAL AGENCIES WITH MORE THAN ONE SCHOOL, THAT SCHOOLS RECEIVING FEDERAL TITLE II FUNDS SHALL RECEIVE IN ANY FISCAL YEAR AT LEAST THE SAME AMOUNT OF NON-FEDERAL FUNDING PER STUDENT AS IS RECEIVED PER STUDENT FROM NON-FEDERAL SOURCES BY SCHOOLS THAT DO NOT RECEIVE ASSISTANCE UNDER TITLE II OF THE FEDERAL ACT; D) REQUIRES THE REVIEW OF ALL APPLIED TECHNOLOGY EDUCATION PROGRAMS IN

THE STATE IN FY 1991 OR FY 1992 TO DETERMINE COMPLIANCE WITH SIX (6) DIFFERENT CRITERIA AND THE DEVELOPMENT OF A STATE IMPROVEMENT PLAN TO CARRYOUT ANY NECESSARY CORRECTIONS; AND, E) REQUIRES THE DEVELOPMENT AND IMPLEMENTATION OF A STATEWIDE SYSTEM OF PERFORMANCE STANDARDS AND MEASURES WITHIN TWO (2) YEARS AFTER THE ENACTMENT OF THE APPLIED TECHNOLOGY EDUCATION ACT – THE IMPLICATIONS OF THESE REQUIREMENTS IN RELATION TO INCREASING THE PAPERWORK BURDEN AT THE STATE AND LOCAL LEVELS ARE STAGGERING. SOUTH CAROLINA HAS BEEN MAKING A CONCERTED EFFORT OVER THE PAST SEVERAL YEARS TO REDUCE THE PAPERWORK BURDEN, AT THE LOCAL LEVEL ESPECIALLY, SO THAT TEACHERS WOULD HAVE MORE TIME FOR INSTRUCTIONAL ACTIVITIES AND STUDENTS WOULD HAVE MORE "TIME-ON-TASK" TO IMPROVE THE LEARNING PROCESS.

C. CONCLUSIONS

1. HISTORICALLY, VOCATIONAL EDUCATION LEGISLATION HAS SHOWN AN INCREASING FOCUS AND ALLOTMENT OF FEDERAL FUNDS FOR SERVING SPECIAL POPULATION GROUPS IN VOCATIONAL EDUCATION. THIS IS SOUND ECONOMIC DEVELOPMENT POLICY – DECREASING UNEMPLOYMENT, DECREASING THE NUMBER OF PERSONS ON PUBLIC WELFARE, INCREASING THE POOL OF TRAINED WORKERS TO ATTRACT NEW BUSINESSES/INDUSTRIES AND INCREASING TAX REVENUES. THIS IS A MAJOR FOCUS OF THE CARL PERKINS ACT AS EVIDENCED BY THE PERCENTAGE (57%) OF BASIC GRANT FUNDS ALLOTED TO THE TITLE II - PART A SET ASIDES. THE THRUST OF TITLE II - PART A IS TO PROVIDE THESE SPECIAL POPULATION GROUPS WITH ACCESS TO AND PARTICIPATION IN QUALITY VOCATIONAL EDUCATION PROGRAMS. THE THRUST OF TITLE II - PART B IS TO PROVIDE QUALITY VOCATIONAL EDUCATION PROGRAMS BY IMPROVING/EXPANDING EXISTING PROGRAMS AND/OR IMPLEMENTING NEW PROGRAMS. TITLE II-A, VOCATIONAL EDUCATION OPPORTUNITIES, AND TITLE II-B, PROGRAM IMPROVEMENT, ARE A PART OF A SINGLE THRUST AND CANNOT BE VIEWED SEPARATELY.

2. THE TYPES, NUMBERS AND STRUCTURES OF EDUCATIONAL ORGANIZATIONS BY THE DIFFERENT INSTRUCTIONAL LEVELS (SECONDARY, ADULT, POSTSECONDARY, ETC.) VARY GREATLY FROM STATE-TO-STATE ACROSS OUR COUNTRY. RECOGNIZING THIS DIVERSITY AND THE OFTEN UNIQUE AND DIFFERENT NEEDS EXISTING WITHIN MANY STATES, THE PERKINS ACT SHOULD PROVIDE A MAXIMUM DEGREE OF FLEXIBILITY TO STATES REGARDING THE MOST EFFECTIVE USE OF PERKINS ACT FUNDS TO ACHIEVE THE STATED PURPOSES OF THE ACT. A MAJOR FOCUS OF THE ACT SHOULD BE ON

"ACCOUNTABILITY", IN RELATION TO THE DEGREE AND EXTENT THAT EACH STATE ACHIEVES THE STATED PURPOSES UNDER THE CARL D. PERKINS ACT.

3. THE PROVISIONS OF THE PERKINS ACT ARE SOUND AND HAVE MADE A SIGNIFICANT IMPACT ON IMPROVING VOCATIONAL EDUCATION, PROVIDING STUDENTS AN OPPORTUNITY TO ATTAIN RELEVANT OCCUPATIONAL COMPETENCIES AND RELATED ACADEMIC INSTRUCTION AND IN ENHANCING THE ECONOMIC DEVELOPMENT PROCESS OF SOUTH CAROLINA. FEDERAL FUNDS UNDER THE CARL D. PERKINS ACT, ESPECIALLY TITLE II - PART B PROGRAM IMPROVEMENT, HAVE COMPLIMENTED AND WORKED TOGETHER EXTREMELY WELL WITH STATE EIA FUNDS IN IMPROVING EXISTING VOCATIONAL EDUCATION PROGRAMS AND/OR IMPLEMENTING NEW VOCATIONAL EDUCATION PROGRAMS. IN TURN, THIS ENHANCED THE OVERALL QUALITY AND RELEVANCY OF VOCATIONAL EDUCATION PROGRAMS IN THE STATE FOR ACCESS TO THE SPECIAL POPULATION GROUPS INCLUDED UNDER TITLE II - PART A, VOCATIONAL EDUCATION OPPORTUNITIES, OF THE PERKINS ACT.

4. THE CURRENT CARL D. PERKINS VOCATIONAL EDUCATION ACT IS BALANCED AND REALISTIC IN TERMS OF THE ACHIEVEMENT OF ITS STATED PURPOSES (WITH THE EXCEPTION OF TITLE III PARTS C, D AND E FOR WHICH FUNDS HAVE NOT BEEN APPROPRIATED). CONTINUED EFFORTS SHOULD BE MADE TO SIMPLIFY, CLARIFY AND FOCUS THE USE OF FUNDS UNDER THE ACT AS IT CURRENTLY IS – THE PERKINS ACT IS GOOD LEGISLATION AND SHOULD BE APPROPRIATELY IMPROVED AND REAUTHORIZED.

5. IF A COMPANION BILL TO H.R. 7 IS INTRODUCED IN THE SENATE, MAJOR CHANGES MUST BE MADE IN THE AREAS OF THE "WITHIN STATE" ALLOCATION, THE DISTRIBUTION FORMULA, AND THE INCREASED PAPERWORK REQUIRED. SOUTH CAROLINA'S VOCATIONAL EDUCATION PROGRAM WOULD BE DEVASTATED IF A SENATE VERSION OF H.R. 7 WOULD BE PASSED WITH SIMILAR PROVISIONS.

MR. CHAIRMAN, SOUTH CAROLINA GREATLY APPRECIATES THE OPPORTUNITY TO PROVIDE TESTIMONY TO THIS SUBCOMMITTEE TODAY AND SINCERELY HOPES THAT IT WILL BE OF SOME VALUE IN YOUR DELIBERATIONS ON THIS MOST IMPORTANT LEGISLATION – THANK YOU.

South Carolina Council on Vocational and Technical Education

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Reauthorization of Vocational Education.

A. State-wide delivery of vocational and technical education.

1. Provisions must be made to assure continuation of federal support for the rural, often small, school districts at least at the current level to prevent the loss of vocational education programs. Due to the small amounts of federal funds now flowing to the small school districts, any reductions of federal funds, which leverage the state and local funds, endanger the local vocational programs.

2. State level leadership which causes desirable program improvements at the local level must be supported at a nominal level with federal funds.

3. South Carolina has made great progress in achieving articulation and coordination of secondary vocational education programs with adjacent post-secondary (technical college) related programs of similar content. To maintain and progress further, articulation of programs should be required of each LEA and technical college institution as one of the conditions for continuation of grant eligibility.

4. There must be assurances and provisions that federal funds that flow to local districts or other grant recipients actually flow to the programs and provide access for the disadvantaged and the handicapped to these programs.

B. State level coordination among vocational and adult education is highly desirable.

1. The State Council on Vocational Education has been effective in promoting coordination and articulation. Provisions currently in P.L. 98-524, Sec. 112, established the key conditions that have enabled this Council to have meaningful input and provide effective oversight.

a. Private sector members should constitute the majority of the Council.

b. For the private sector to have significant input, the position of Chair must be from the private sector, and unless specified by the Act, this may be circumvented.

c. Too many members = ineffective Councils. The Council should consist of no more than 15 members.

d. The Council must be free to employ such staff as is necessary to carry out the necessary functions.

4. The scope and complexity of five uniquely different education and training programs will absolutely overwhelm and confuse any private sector members and most of the public sector representatives on an advisory/-evaluation Council. Based on 20 years experience, it is possible to predict with certainty that staff then will direct and dominate the Council, subordinating any input from the private sector.

5. Combining agency director/administrators with private sector members on a Human Investment Council will result in domination of the private sector members by the administrators.

6. It is incompatible to cooperatively plan, then have the group turn around and provide objective evaluation of the programs that they planned. Direct the administrators to cooperatively plan, and have the Council assess policy/coordination and results of cooperative planning.

7. Councils must be independent - the wording of the Perkins Act is adequate.

   a. Assure that any Council will be free to employ such staff as is necessary, within the limitations of state regulations and available funds.

   b. Require any Council that is established to designate a separate Fiscal agent that is not one of the oversight agencies.

Senator KASSEBAUM. Next, Dr. Don Bright, who is Vocational Center Coordinator of the Business Education Department, Bowling Green State University, in Ohio.

Dr. Bright.

STATEMENT OF DR. DON BRIGHT, VOCATIONAL CENTER COORDINATOR, BUSINESS EDUCATION DEPARTMENT, BOWLING GREEN STATE UNIVERSITY, AND PRESIDENT, AMERICAN VOCATIONAL ASSOCIATION, BOWLING GREEN, OH

Dr. BRIGHT. Thank you, Senator Kassebaum.

My name is Don Bright, President of the American Vocational Association and Professional of Vocational Business Education at Bowling Green State University, Bowling Green, OH.

I testify today representing AVA's 45,000 teachers, counselors, researchers and administrators. We look forward to assisting you in extending the Vocational Education Act and hope you will consider the provisions of S. 658 introduced in our behalf by Chairman Pell.

Thank you for giving the views of vocational educators a formal place in the public debate.

Since our bill is specific, let me summarize our positions on some of the more frequently discussed issues. Targeting for special populations and program improvement. AVA sees the Title II set-asides for program improvement and special populations as a brilliant Federal strategy. With Federal funds sponsoring innovation and excellence we, along with this month's *Fortune* Magazine, can now point to the new, improved vocational school as part of an educational policy that acknowledges the vast diversity of its students and offers options suited to their individual needs and learning styles.

At the same time, the Federal investment helps students with special problems, such as those with economic, academic and handicapped disadvantages and those at correctional facilities gain access.

It is a two-pronged approach which should be continued. One makes vocational education relevant to students with special problems; the other makes it relevant to the needs of employers in business and industry.

AVA urges the Senate through a Federal/State/local partnership to continue the dual purpose of improving programs for all Americans while increasing the access to those programs for undeserved populations. We must label disadvantaged students as graduates of quality programs rather than labelling vocational graduates as disadvantaged students. This can best be accomplished using the legislative strategy of set-asides currently in place.

The State role. State capacity to interpret and integrate Federal intent must be maintained. AVA suggests realistic levels of support up to 20 percent of a State's allotment, for services requiring statewide consistency such as administration, standards development, local program assistance, curriculum adaptations revision, teacher education, and student organization.

AVA also believes initiatives such as Tech-Prep education should be State rather than Federally administered.

Federal governance. For the Federal Government to leave strong guidance to the Office of Vocational and Adult Education is essential. Its absence risks reducing the Federal role to one of check-writing. There must be a clear role for OVAE, and S. 658 outlines such a role and calls for experience in the position of Assistant Secretary.

Title III special programs. Title III of the Perkins Act supports the special programs, sometimes incorrectly described as set-asides. Actually, each has its own authorization. AVA urges you to continue with improvements in the separate authorities for each of these programs, assistance to community-based organizations serving disadvantaged youth, consumer and homemaking education, adult training and retraining, career guidance and counseling, and business/industry partnerships.

Professional development. Problems of teacher shortages along with teacher quality and minority instructor recruitment are intensifying. Between retirement and normal attrition, America could need to replace up to one million teachers, half the current force, before the end of the century. If that is true for vocational education, at least 125,000 teachers must be recruited in the next decade. In fact, our needs are especially acute since occupational skills become obsolete more rapidly than basic skills, necessitating frequent skill upgrading.

AVA proposes a new vocational education personnel development assistance program to provide opportunities for advanced study and skill upgrading.

In conclusion, other items found in S. 658 deserve the committee's attention and include student organizations, coordination, programs for the limited-English-proficient, and a national data system. Details are included in our written statement, and I will be pleased to answer any questions.

Thank you.

Senator KASSEBAUM. Thank you very much, Dr. Bright.

[The prepared statement of Dr. Bright follows:]

PREPARED STATEMENT OF DR. DON BRIGHT

Mr. Chairman and Members of the Subcommittee:

My name is Don Bright, President of the American Vocational Association (AVA) and Vocational Center Coordinator of Business Education for Bowling Green University of Bowling Green, Ohio. I am pleased to appear today on behalf of vocational educators--and the more than 19 million students we serve -- to support the reauthorization of the Carl D. Perkins Vocational Education Act.

We look forward to assisting you in the development of the Committee bill to extend the Vocational Education Act and hope you will consider the provisions of S. 658, introduced on our behalf by Chairman Pell and Senators Kassebaum, Kennedy, and Hatch, as you do so. Thank you for giving the views of vocational educators a formal place in the public debate.

Let me begin by summing up the views of vocational educators with regard to the Perkins Act. Without question, we support its continuation and urge its reauthorization with some modest improvements.

The law is not perfect and our programs are not perfect -- both can be improved and should be as we strive for educational excellence. But AVA supports systematic improvement rather than another major reform following that of 1984. While it has been nearly five years since you completed the major 1984 rewrite of the legislation, because of the time it takes to develop regulations and then translate them into program instructions, vocational educators -- those in the trenches at the local level -- have had only a few years to really implement the extensive changes required in 1984. To use a "voc ed" metaphor, we would suggest fine-tuning the engine at this time, but not a risky overhaul.

I know you have heard a good deal of testimony over the past weeks regarding areas of the law badly in need of this tune-up. This morning, since our bill, S. 658, is rather specific, let me briefly summarize our position on some of the more frequently discussed issues, and then spend time on some suggestions with which you may be less familiar.

Authorization and Funding

As found in section 3 of S. 658 (page 3, line 18), vocational educators would like to see the provisions of the Perkins act continued and, without apology, would like to see renewed Federal investment -- in plain words, more money. I know by now you are tired of hearing about the effect of inflation on this country's education programs. But that does not lessen the fact that today's appropriation of $918.4 million for vocational education is worth only $558 million in 1980 dollars when our appropriation was $784 million. The buying power of the Federal vocational education dollar has dropped about $230 million -- more than 30 percent -- in just ten years. Thus, S. 658 would raise authorization levels to maintain the level of commitment signaled by Congress in 1984 and suggest new authorizations to cover initiatives which vocational educators are suggesting.

In addition, S. 658 would eliminate the current 2 percent set-aside from State basic grant funds for national programs and, instead, give each of the title IV national programs its own separate authorization. This should increase the flow of funds to the States without adversely affecting national leadership.

Special Populations and Program Improvement Set-asides

Vocational educators believe the Title II set-asides for special populations and program improvement are a brilliant Federal strategy and have accomplished much of what Congress intended. The balance of purpose between creating better programs for all students and increasing the access to those programs for underserved populations should be retained.

With Federal funds sponsoring innovation, we, along with this month's Fortune magazine, can now point to the "new improved vocational school" as part of an education policy that "acknowledges the vast diversity of its students and offers options suited to their individual needs and learning styles." At the same time, the Federal investment helps students with special problems, such as those with economic, academic, and handicapping disadvantages, and those in correctional facilities, gain access. It is a two-pronged approach which should be continued. One prong makes vocational education relevant to the needs of students with special problems; the other makes vocational education relevant to the needs of employers in business and industry.

The General Accounting Office in its report to the House Education and Labor Committee echo's AVA's support for special population set-asides. Their conclusions pertaining to access and vocational services provided for special populations are as follows:

> The individual programs or services observed were directly related to the purposes or requirements contained in the act. These included improving the special populations' access to vocational education, training or retraining workers in new skills, and providing a full range of such support services as guidance, counseling, and job placement.
>
> Without the federal funds, many local officials told us programs or services would have been conducted at a reduced level of effort or not at all.
>
> Many state vocational education directors believe that the Perkins Act has had a positive impact on assistance to the special populations.

At no point did the GAO recommend abandoning the special population set-aside strategy. AVA cannot recommend it either.

We also believe the categorical set-asides for Title II-Part A special populations should be protected -- but made more flexible. As found in section 202 of S. 658 (page 30, line 3), we believe that allowing States the flexibility to transfer up to 20 percent of the funds allotted to any one special population set-aside category to another category, after documenting the need to do so in the State plan and after receiving the written approval of the Assistant Secretary, can end many of the problems associated with set-asides. Federal bureaucracy would be more flexible, State plans could conform more readily to State-to-State differences, while individual special population groups, often vulnerable in the rough-and-tumble world of political "pie-cutting" at the State level would be protected. AVA believes it is a worthy compromise and urges your consideration.

The importance of the Federal role cannot be overemphasized. While representing only 10 percent of State and local resources, Federal funds are the leading edge, driving the total enterprise toward excellence. Yet, for those in Congress, there must be an understandable temptation to isolate the use of Federal funds from State and local spending -- to set a separate course for the Federal program, to abandon the difficult goal of nationwide system improvement for purposes more highly visible to the voters back home. AVA asks you to resist that temptation.

AVA urges the Senate, through a Federal-State-local partnership, to continue the dual Federal purpose of improving programs for all Americans, while increasing the access to those programs for underserved populations.

While some may advocate the removal of set-asides altogether, others may go to the opposite extreme of suggesting that participation in Federally sponsored vocational education be limited only to the economically disadvantaged. We urge your rejection of such proposals.

Vocational education offers real hope to many in our society, but existing stigmas already attached to the "Forgotten Half" are convincing many that to succeed in America one must have at least a four-year college degree. Anything less is failure. Do not add to existing stigmas our programs and students bear by limiting Federally sponsored participation only to the poor. To do so would exclude many single parents, many handicapped students, many students in danger of dropping out of school, and many with language difficulties who, while in need of our services, do not fall under arbitrary poverty definitions. Help us strengthen our overall curriculum and provide additional access to those with special needs so all who participate in vocational education can be proud. Help us "label" disadvantaged students as graduates of quality programs, rather than labeling vocational graduates as disadvantaged students.

Secondary and Postsecondary Vocational Education

While some may suggest that set-asides be removed for special populations, others may suggest yet new set-asides for postsecondary education. Vocational educators believe that Federal leadership should be present to some degree in each State not only for postsecondary but for secondary vocational education as well. As found in section 112 of S. 658 (Page 17, line 19), we suggest minimum guaranteed levels of activity, rather than set-asides. While still allowing State discretion and flexibility, this commits the Congress to the support of both high school and post-high school vocational programs, assures the possibility of successful articulation activities in each State, and protects what we hope will be a new Federal investment in tech-prep education programs across the country. We would suggest that a minimum of 25 percent of each State's title II funds be spent in postsecondary activity and that a minimum of 25 percent be guaranteed for secondary activities. States could decide the proper balance within the scope of those guaranteed minimums. Ratios of 75-25, 60-40, or 50-50 would be okay; ratios of 100 percent to one and zero to the other would not. Vocational educators want to emphasize that it is every bit as important to guarantee the continuation of Federal leadership in high school vocational education as it is in postsecondary voc ed. Like it or not, regardless of our best efforts, many students are not going to pursue postsecondary education opportunities. They must depend on the skills, both academic and occupational, that they have gained in high school. As the Second Interim Report from the National Assessment of Vocational Education points out, about 40 percent of high school graduates do not enter postsecondary schools and another 23 percent leave postsecondary schools without obtaining a credential.

A few have suggested that vocational education is not important for their employees -- that if prospective employees can read and write, business will do the rest. Perhaps that is true for the industrial giants of this country, though it might be wiser to interview some of their employee supervisors before agreeing. But some 85 percent of the jobs in this country come from small business -- not industrial giants -- and they do depend on the high schools of this country to train their workers.

Integration of Basic Academic Skills

Discussions of the role of vocational education in secondary schools leads naturally to questions of integrating basic skills into the high school vocational education curriculum. Vocational educators support and, as found in section 201 of S. 658 (Page 27, line 15), the AVA bill would continue the use of Federal funds to further integrate basic education skills into the vocational education curriculum. Our bill would further encourage State and local education agencies to grant academic credit for those vocational education courses into which core academic competencies have been successfully integrated.

Dr. Jim Bishop of Cornell University, in his research for the Center for Advanced Human Resource Studies titled, "Vocational Education for At-Risk Youth", correctly asserts that "complete specialization in vocational education which ignores preparation in basic skills is not as effective as a curriculum that provides both vocational skills and competency in basic skills." But he goes on to assert that "vocational courses sometime contribute more to the development of basic skills than watered down courses in academic subjects." His research concludes that "apparently the key determinant of learning is the rigor of the courses taken, not the total number of academic courses or the total number of hours spent in a school building during the year." The fact is that we need both academic and vocational-technical skills in our curriculum. Most importantly, we do not have to choose. We can have both.

The William T. Grant Foundation Commission on Work, Family and Citizenship in its Final Report, The Forgotten Half: Pathways to Success for America's Youth and Young Families, points to the danger of including only academic skills in high school curriculums:

> The Commission supports strong instruction in core subjects, but we reject the notion espoused by some educators that high schools should teach only academic skills that are geared to those going to college and that are ordinarily taught in a manner that ignores the learning styles of many young people. Given the varying needs of a diverse population of learners, continued concentration on college-bound students will drive an even larger percentage of our students to educational failure.

Coordination with the Job Training Partnership Act

Vocational educators support cooperation with programs of the Job Training Partnership Act (JTPA) and S. 658 seeks to continue and strengthen such efforts. As found in section 3 of S. 658, (Page 3, line 18), AVA would specifically suggest an open-ended authorization for the Perkins Act like that presently in affect for JTPA. This would aid State coordination and local implementation of vocational education programs by assuring the continuing presence of Federal leadership and support for both programs.

But vocational educators want to emphasize that the Perkins Act and the JTPA are two separate pieces of legislation, with two different sets of purposes. One is intended to focus primarily on those in school settings in need of education; the other on those youth and adults in situations which require additional training. Each has its own vital role to play in a comprehensive Federal approach to building the American workforce. But they must go hand-in-hand -- not piggy-back.

In this vein, AVA supports the retention of a separate State advisory council on vocational education where the business, industry, labor, and education leaders with specific experience and expertise in vocational education can continue to advise State government.

Tech-Prep Education and Articulation

Vocational educators endorse the concept of tech-prep education as contained in S. 439, and AVA has incorporated it into S. 658. There are some minor differences that we hope will be considered by the Committee. We suggest that "tech-prep" be included as a State-administered program under Title III instead of as a national discretionary program under title IV. We would like to see the definition of a tech-prep program clarified to ensure that agriculture, business, and health occupations are included. But these differences pale in comparison to the importance of the concept itself and we applaud Chairman Pell for including it as part of the Perkins Act.

In fact, AVA suggests that articulation between secondary and postsecondary vocational education should occur elsewhere in the Perkins Act as well. As found in section 120 of S. 658 (page 26, line 9) AVA proposes that local applications for assistance be required to describe local efforts to encourage secondary and postsecondary articulation arrangements. These might include the creation of local instructional advisory committees and the development of technical preparatory/associate degree and certificate programs, envisioned by the tech-prep education concept. S. 658 would also cite the development of articulation programs as appropriate uses of funds under Title II-Part B program improvement activities.

Now, Mr. Chairman, allow me to move on to some of those ideas in S. 658 about which the subcommittee may be less familiar.

Federal and State Governance

Vocational educators support the continuation of the sole State agency concept. We believe that it, by far, makes the most sense for consistent State administration of Perkins Act funds. S. 658 does not alter the existing sole State agency arrangement.

State capacity to interpret and integrate Federal intent at the State and local level must be maintained. AVA suggests realistic levels of support -- up to 20 percent of a State's allotment-- for services requiring Statewide consistency such as administration, standards development, local program assistance, curriculum adaption/revision, teacher education, and student organization.

If the Federal Government is to lead, strong guidance through the Office of Vocational and Adult Education is essential. It absence risks reducing the Federal government's role to one of check-writing.

With regard to Federal governance, Dr. John G. Wirt, Director of the National Assessment of Vocational Education, in his testimony before the House Committee on Education and Labor on March 7, 1989, pointed time and time again to the Federal Office as the source of trouble in administering the intent of Congress over the past four years. Listen some examples:

> The Perkins Act has noble goals to expand access to quality vocational education for at risk populations and improve the quality of programs generally, but the regulatory and implementation process has done little to translate those goals into effective programs and services. In some cases, interpretation has undercut congressional intent and weakened important safeguards.
>
> Certain regulatory interpretations have weakened important statutory provisions.
>
> States have been allowed to use funds distribution methods that result in widely varying allotment among different educational levels and classes of institutions.
>
> Presented with insufficient federal guidance, states and localities do little to 'target' federal resources to students with greatest needs.

Wirt, in describing the Assessment findings, went on to recommend changes. "The plan that we have outlined requires an expanded federal office of vocational education." He continues:

> First, the federal office of vocational education would need to work directly with key leaders at the state level to build a broad base of public support for the reform and improvement of vocational education.
>
> Second, the federal office would also need the authority to approve or reject state proposals when aspects of the plan are insufficient to accomplish the goals.
>
> Third, the strategy proposed requires the development of expertise at the federal level in the design and implementation of systems for measuring the performance of vocational education...
>
> Fourth, the strategy requires expanding capacity at the federal level for identifying effective practices in vocational education,and assisting the states in implementing these policies and practices.

As found in section 101 of S. 658 (page 7, line 10), substantial changes are suggested with regard to Federal administration of the Act to realize these and other objectives. AVA sees a need to strengthen vocational education as a priority within the Department of Education and assure consistency in its year-to-year operation. Existing statutes establishing the Office of Vocational and Adult Education (OVAE) in section 206 of the Department of Education Organization Act (P.L. 96-88) are very general regarding specific functions of the Office and what Congress can expect in the way of performance.

S. 658 would change that by authorizing OVAE within the Perkins Act, to stand as a visible advocate within the Department of Education. Specific responsibilities would be spelled out regarding such items as technical assistance, staffing and personnel, and administrative accountability.

Perhaps most importantly, S. 658 would require future Presidents to nominate Assistant Secretaries heading OVAE who possess "comprehensive background(s) in vocational-technical education and adult education as demonstrated by preparation, work experience, and recognized professional achievement."

The need for experienced leadership is explicit. Regulatory inadequacies and insufficient Federal guidance lay at the feet of the OVAE Assistant Secretary. An Assistant Secretary who knows the field and who has evidenced leadership in the profession is necessary to correct those inadequacies.

There has been considerable talk lately about "plum" jobs and "prune" jobs within the Federal bureaucracy. The "prunes" are those tough jobs in government requiring hard work and experience. The Assistant Secretary of Vocational and Adult Education is a "prune" job. The head of OVAE must be able to administer the agency and provide direction to the field through the nuances of the regulatory process, to stand up in budget meetings with OMB and Congress and explain the cost and benefits of investing in vocational education, and to advise on education policy. It takes experience and we urge Congress to require it.

Title III -- Special Programs

Title III of the Perkins Act supports special programs. These are sometimes incorrectly described as set-asides. Actually, each program has its own authorization and must plead its case before the Appropriations Committees of the Congress each year. As evidence, while there are currently five separately authorized initiatives, only two have been funded during the past five years: assistance to community-based organizations serving disadvantaged youth and consumer and homemaking education. Adult training and retraining, guidance and counseling, and business-industry partnerships have been neglected. Vocational educators urge you to continue the separate authorizations for each of these initiatives.

As found in section 301 of S. 658 (page 35, line 2), AVA proposes continuing assistance for community-based organizations. S. 658 would enlarge the scope of assistance to include model programs using vocational education approaches to prevent youth from dropping out of school or to promote their re-entry.

As found in section 311 of S. 658 (page 36, line 7), the AVA bill would expand the role that Federally sponsored consumer and homemaker education already plays in the classrooms of this nation with young women and young men. S. 658 would further emphasize the important work being accomplished in areas such as balancing work and family, teaching parenting skills, preventing teen pregnancy, assisting at-risk populations, and promoting family and individual health. A new national demonstration program (page 74, line 17) is also proposed.

Career Guidance and Vocational Counseling

The need for expanded Federal leadership in the area of career guidance and vocational counseling has never been more critical. Again, quoting from the W.T. Grant Commission's Final Report:

> Despite the very real benefits of non-collegiate post high-school education and training, such opportunities are considered 'second-best' by many policymakers and by the education establishment. High school guidance counselors, for example, spend much of their time on pre-college counseling, rather than on pre-employment options. Indeed, one recent study shows that the income and education levels of the students' community, rather than the students' abilities and interests, determines the kind of counseling offered to young people.

The Bishop study on at-risk youth also pointed to "poor career guidance" as a reason many young people left jobs they were placed in after high school graduation.

As found in section 331 of S. 658 (page 5, line 5), vocational educators would increase the authorization level for Title III-Part D career guidance and vocational counseling programs from its currently insufficient amount of $1 million (which has never been appropriated) to a more realistic amount of $30 million. S. 658 would further require State-level leadership and supervision for career guidance, vocational counseling, and placement programs (page 25, line 6) and require that 20 percent of the funds be used to "establish, implement, or demonstrate student/client outcome standards" (page 42, line 10).

Education Partnerships with Business, Industry, and Labor

S. 658 would place substantial emphasis on business-industry-labor partnerships. To help with regulatory problems already described, as found in section 101 of S. 658 (page 10, line 13), the Assistant Secretary of OVAE would be required to solicit input from regional business, industry, and labor leaders. As found in section 341 of S. 658 (page 43, line 2), AVA would require business and industry to be actively involved in planning and operating programs funded under this part. Also a new activity would be authorized to encourage collaborations between small business and vocational education to develop high technology skills relevant to their specific needs.

Professional Development

Perhaps no area is as crucial to improving the future performance of vocational education as the development of those who deliver the service. As the nation's teaching force ages over the next decade, problems of teacher shortages are likely to intensify. Moreover, issues of teacher quality and minority instructor recruitment continue to be prominent. According to a special report in Business Week of last September, "between retirment and normal attrition, America could need to replace up to 1 million teachers -- half the current force -- before the end of the century." If that is true for vocational education, at least 125,000 teachers must be recruited in the next decade. We also need teachers to train teachers.

But, the problem runs deeper. As the Bishop research reported, "occupational skills become obsolescent more rapidly than basic skills, and this means that vocational teachers must give high priority to keeping their curriculum and their own skills up-to-date."

As found in section 406 of S. 658 (page 58, line 18), AVA proposes a new Vocational Education Personnel Development Assistance (VEPDA) program. VEPDA would provide opportunities for experienced educators to spend time in advanced study; for current educators to upgrade their skills; and for gifted and talented vocational education students to be recognized through Federal and State internships.

Teacher education is especially important as we search for methods to best reach at-risk students. Recent research titled "Outcomes of Vocational Education for Women, Minorities, the Handicapped and the Poor" found that teachers reported very little formal preparation or in-service training in ways to be responsive to the needs of at-risk students. As found in section 406 of S. 658 (page, 68, line 12), AVA would suggest new authority for "leadership development research institutes" to enhance teacher education consistent with purposes of the Perkins Act. In addition, S. 658 would, in section 406 and elsewhere throughout the Act, encourage and support new efforts to recruit minority instructors and those with special skills or experience working with special populations.

Other Considerations

Mr. Chairman, there are a number of other items found in S. 658 which deserve the Committee's attention but which time does not allow me to describe in more detail at this time. Details are included in the position paper submitted with our statement.

S. 658 would emphasize the importance of vocational student organizations throughout the Act. It would also provide student members of vocational student organizations representation on State and Federal advisory groups.

S. 658 would provide strong, new targeted support for individuals with limited English proficiency. With a work force that will increasingly consist of linguistic minorities, the need for a program with funds targeted based on need is obvious. While maintaining the existing bilingual discretionary program, AVA suggests a new, $40 million authorization for targeted assistance based on the proportion of linguistic minorities in each State. Among other things, this program would provide: 1) vocational education, training, and worksite programs which integrate English language instruction into the curriculum; 2) vocational skill training for finding and keeping a job, designed specifically for persons with limited English proficiency; and, 3) special services which address the barriers imposed by cultural and language differences.

Accountability and the Need for National Data

In closing, accountability has been a consistent theme during discussions on reauthorization. Vocational educators believe this is due more to the lack of data at the national level necessary to document accountability rather than a lack of accountability in program performance. Statements made before the House Education Labor Committee by the General Accounting Office (GAO) are, alone, sufficient to document the problem.

> Complete and reliable data on vocational education enrollment and spending, which might have aided GAO in reaching more definitive conclusions concerning the implementation of the Perkins Act on a nationwide basis, were unavailable at either the national or state levels.

A new, revitalized national data system is needed. S. 658, in section 421, calls for the re-establishment of a national data system (page 76, line 17). Given the challenges vocational educators face, we are proud of our performance. But we need national data, reaching across State lines to document our success. Past systems have failed. The system we propose is different in that includes requirements to assure broad representation in the design of the system to guarantee its future relevance to State and local planning needs. While our proposal needs refinement, perhaps it offers the Committee a starting point to create a workable alternative to the current absence of reliable national data.

Conclusion

Mr. Chairman, that concludes my remarks. Vocational educators and AVA appreciate this opportunity to testify. We would appreciate the inclusion of our position statement in the record and would be delighted to answer any questions.

Senator **Kassebaum**. I would like to note that we are joined by Gordon Ambach, Executive Director, Council of Chief State School Officers.

Ms. Lawrence, I'll start with you. You mentioned the two councils, which I thought interesting. I can see why you certainly would feel there is a clear delineation between a council dealing with education and one focusing on job training programs. Is that correct?

Ms. **Lawrence**. Correct, Senator.

Senator **Kassebaum**. On the other hand, there is a great effort to coordinate all of these efforts. Do you not feel that with two councils, you are only going to further split things apart, and it will be very hard to get to the coordination and the good oversight that I think is important?

Ms. **Lawrence**. Senator, that is a very valid question and one that I have been personally wrestling with for some time. But I also have to look at practicalities. I see some dangers in what I call a super council. For one thing, we believe that private sector involvement is critical, but there is only so much you can ask of a private sector volunteer. We devote a lot of time and a lot of energy, but we are not superhumans. We have enough difficulty wrestling with the details of two or three acts, and in this particular case, dealing with Carl Perkins has been somewhat difficult, and to get private sector people brought up-to-speed to where you have an effective council, I don't believe it is realistic to put onto that private sector person seven acts—and that is what some of the proposals have been. When you get through with it, we'll be dealing with seven acts. I think the danger there is that we are going to be relying heavily on agency head/directors of the administering agencies, and we will lose that valuable role that I think we have in policy-setting and in really seeing a long range picture.

I have a second major concern in this, in that the activities under the Job Training Partnership Act, while they are relevant to vocational education, are not truly enmeshed. They do not truly mesh point per point. And I think that we are truly looking at a situation where I want to see vocational education not pushed into the background, that we need to deal with the secondary students and see that they have the opportunities that we want them all to have.

Senator **Kassebaum**. Dr. Oswald, how does the Council work in South Carolina? Do you have a strong Council? I would assume it differs a lot State to State as to how strong the Councils are. Would you think there should be two councils?

Dr. **Oswald**. Senator, we have a very strong and effective Council in South Carolina, and I have some personal problems in regards to a super council. This is the first time that that question has been asked to me, so I will take the opportunity to express my feelings.

I think with a super council, individual programs tend to get lost and also with the super council—and I have had some experience with super councils—unfortunately, the bureaucrats tend to take advantage sometimes of having that council just rubberstamp certain things, whereby if you had a smaller group of individuals—when you get over 15-18 people working on something, it is very difficult to give the detailed attention that is needed.

So I would hope that the Senate would look very carefully at an alternative approach to the super council as defined in H.R. 7. I think there is a better answer. And of course, in our State, we don't always agree, and I think that's good. But our Council has been very active, more active than some people might like, but I think that has been good; that has brought about a dialogue, it has brought about improvement in the total system.

Senator **KASSEBAUM**. Is it sort of like a school board for you? Is that how it operates?

Dr. **OSWALD**. Well, they act in an advisory capacity. Of course, the Perkins Act changed the role of the councils somewhat from the previous legislation, and I think it strengthened it to some extent; in other areas, I think it took away some of its authority. Our Council more or less makes recommendations on a timely basis to our State Board of Education, but what is more important is the month-to-month dialogue that I have with the individual members of the Council, where I go to their meetings—and like I say, we don't always agree—but the dialogue has been good and has brought about change.

Senator **KASSEBAUM**. Does anybody else have a comment on the council concept?

Mr. Ambach.

Mr. **AMBACH**. Senator, I think it should be made clear that the real issue here is not the question of criticizing or being critical of the past work of State Councils. They have differed from one State to the next; in my judgment, I think they have been quite successful overall.

The issue is what is the best structure for the future. And I would point out that there is always, of course, an option that any one State has; with or without a Federal statute, it can create its own particular mechanisms. I believe that the reason why H.R. 7 now includes a combined Human Investment Council was foresight that in fact, in connecting JTPA, the adult education program, certain aspects of the Family Support Act with a reauthorized Vocational Education Act, there would probably be value in trying to put together some mechanism within the States. We think that that does make a certain amount of sense, but we do not think that that obviates the possibility for any one State to create its other mechanisms for purposes of working at the functions which Ms. Lawrence very well outlined for you.

So I think the question is not whether it has to be either/or. The question is not criticism of the past. The question is, from the Federal perspective, what minimally do you want to require by way of coordination for the future.

Senator **KASSEBAUM**. Dr. Oswald, I have some questions from Senator Thurmond. One is: Please tell us how the Perkins Act has influenced the direction of the vocational education system in South Carolina.

Dr. **OSWALD**. Well, I guess it had to do more with timing than anything else, because our major reform movement in South Carolina was passed by our General Assembly in May of 1984, and of course vocational education was a part of that reform legislation. And then the Perkins Act, several months later, passed the U.S. Congress. The combination of those two pieces of legislation together gave the thrust to our vocational education delivery system to make some drastic changes.

The State gave us some "carrots" in regards to here is some money if you'll do certain things. Perkins came along and said we're concerned about program improvement and expansion, and it was just the reinforcement of the State legislation. So we were able to take those two mandates and bring about some changes that have been very impressive.

We have closed irrelevant programs. We have increased the number of vocational completers in our State with about 200 fewer vocational courses than we had in 1984. So we think it is working very well.

Senator **Kassebaum**. The second is: You mentioned several provisions of H.R. 7 that you feel would be detrimental to vocational education in South Carolina. Would you please expand upon what adverse conditions those provisions might cause? I know you mentioned some in your statement; is there any expansion on that?

Dr. **Oswald**. Right. The major concern we have is the fact that our reform movement for vocational education and our program improvement plan for vocational education in South Carolina has really been created by using the mandates of the Perkins Act, the funds set-aside for State administration—to be very specific, our Competency Testing Program, which is one that will provide a great more accountability for our students and our school districts and making our program more cost-effective. That program is financed 100 percent with Perkins money, with State administration money.

If we were required to cut in half our State resources, then that would send, I think, a very negative signal to our local districts that we are not interested in improving vocational education, we are not interested in bringing about more accountability, because we just would not have the State funds to replace those lost Federal funds.

So I guess just very briefly, our entire Statewide improvement of vocational education depends on the combination of State and Federal funds, and in South Carolina under H.R. 7, we'd lose $1.5 million of State administration moneys that we have been utilizing for personnel development, for competency testing, competency-based curriculum material development, the program for effective teaching that our teachers are enrolled in. If we disrupt those things at this point in time, we will lose a great deal of momentum that has been built.

Senator **Kassebaum**. I would assume all of you might share some concern—I think it came through in the other panel a bit, too—about the allocation of funds in that formula.

Dr. Bright.

Dr. **Bright**. Yes, I have the run for the State of Ohio, for instance, and what it amounts to is that the rich get richer and the poor get poorer, which means that the money is not really going to go down to the schools that need the money to meet the needs of the handicapped, etc., plus there are no restrictions, which means that the schools could spend it for curriculum, equipment—they could spend it for anything they wanted to—plus out of the eight large cities in Ohio, four will lose money. Locally is Toledo, and they would lose $101,000 for vocational education alone the first year. And the City of Cleveland, which is very large and has many vocational education programs, will only gain about 51,000. So the formula does need to be reworked and looked at.

Senator **Kassebaum**. Dr. Bright, you mentioned in your statement the set-aside programs and how you believe that did open doors, and that the diversity has been very important to the program. I would like to ask you if those set-asides were eliminated, do you believe that the special populations would not be served, then, that either there would be a regression or just an elimination of those services?

Dr. **Bright**. Yes. We feel that there should be a certain amount of set-asides made available, because many of the school districts do not have the facilities or the other means to meet those needs unless they do receive some of the moneys specifically for those programs. And of course, we believe very strongly in the State program because the Federal money drives more State money. So if that did not happen, if some of the set-asides did not happen, I feel that they would not meet some of the needs of the students who really need the help.

Senator **Kassebaum**. Because there are just not the dollars there, so they would have to turn away those students even though——

Dr. **Bright**. Plus restrictions; they would just use it for something else.

Senator **Kassebaum**. Do you see any way—and I would like the rest of the panel to share thoughts on this, too—if set-asides were eliminated, is there some way that we could find to ensure that those groups would be served? Or are they an essential component to making sure that someone isn't going to fall through the cracks?

Dr. **Bright**. Well, the answer I think would be to make sure that the Federal Government had rules and regulations set up and gathered information to help the States and to make sure that the State plans met those needs and that they were followed.

Senator **Kassebaum**. Mr. Ambach.

Mr. **Ambach**. Senator, the H.R. 7 "use of" formula is a means for distributing funds to special populations—70 percent disadvantaged, 20 percent handicapped, 10 percent general population. In a way, it is a counterpart with set-asides. The pivotal issue is whether the law provides a set of requirements for the use of the funds, not just the distribution of the funds.

Under set-asides, there is an earmarking of the fund and a requirement of use. Under the formula, there may or may not be a specific requirement for use. There is nothing in H.R. 7 that says that 70 percent of the money distributed by formula must be used for the disadvantaged, nor 20 percent used for the handicapped. So there is a distinction between how the money is distributed and how the money is specified for use.

Yours is the pivotal question, perhaps, for the entire reauthorization. We agree as an organization among the several States that there must be a targeting of funding for the economically depressed area, for the economically disadvantaged, for the special populations. So we don't have a disagreement with H.R. 7 on that.

I would also point out that one can agree with that objective and then set up the use of funds either through formula or through competitive grants that must reach those populations.

The key issue is what mix between formula and competitive grants you want to have in order to accomplish the two purposes of program improvement and of expansion and strengthening the system of provision so more persons are served.

I think you can find a ground which in our judgment you would use a bit lesser of the money in a formula or earmarked way, more of the money in program improvement funds targeted to the economically disadvantaged, and that in turn comes around to another major problem that has to be resolved from H.R. 7, and that is how one deals with area technical schools, how one deals with the different arrays in States such as Kansas or Rhode Island or Ohio—virtually every State has a little different pattern—how it is that you provide for an allocation to the area schools serving the economically disadvantaged when it is very difficult to find a single formula that can do that.

Once again, I believe you can find a resolution by providing a bit more flexibility for the States to distribute. The pivotal bookends, if you will, for all of it are target the money for the special populations, target the use for the special populations; leave the mechanisms to get it there on either competitive grant or formula with more flexibility on the States to make sure it happens.

Senator **KASSEBAUM**. Would that work in South Carolina and Iowa?

Ms. **LAWRENCE**. Senator, one of the concerns that we have in Iowa is that Iowa, like Kansas, is a lot different than California or New York, and we see a necessity to allow the flexibility to have the States decide what is the best way to hit what Congress wants us to do. So we see that there is a need for some direction from Congress to tell us what are the parameters of what you want us to do, but give us the flexibility to find the best means of doing that.

In Iowa, we have been working on a request for proposal basis because we feel that we can seek out the best use of those funds not only for quantity, but for quality, and we are very concerned that the programs that are given to the students have effectiveness. So that is one of our chief goals.

Senator **KASSEBAUM**. Should there be a set-asides maintained for displaced homemakers?

Ms. **LAWRENCE**. If you ask me personally, I think that is essential, in my profession, ideal, with people who are becoming displaced homemakers. It gives me great comfort to be able to say to that person: This is available for you, and go use it.

So I believe our position in Iowa, at least, is yes, displaced homemakers are a target.

Senator **KASSEBAUM**. And you feel without that set-aside, they would really lose out on the program?

Ms. **LAWRENCE**. Personally, I feel that they would. I think that there is a necessity to tell the States, "These are the groups we want you to serve," and give us a mechanism to do it, but I think if it is given to districts or States without parameters being set, you risk losing that target setting.

Senator **Kassebaum**. Just as an informational factor, though, isn't this an area where the councils could be very strong? If this were something that the councils felt strongly about, would they make sure that the State was addressing those needs?

Ms. **Lawrence**. Senator, they have been, and I am just pleased to report that in Iowa, we have been working on the secondary students and their access to vocational education. This has been a concern of our Council since 1976. In 1989, we finally got passed through the Iowa legislature the mechanism to say that every student in the State of Iowa is going to have access to four program areas within six possible areas.

This may not be much for some States, but in Iowa, where we have 433 different school districts, we feel that we have been able to say this is something you should be doing, and we keep harping on it, if you want to say that, and we have been able to get that through.

So I think that each State and each State Council has seen some high-priority needs and have been able to work to get those through.

Senator **Kassebaum**. I have one last general question for everyone.

Some have expressed concern that the States are not using vocational education funds effectively. Do you believe this is a valid criticism, and most importantly if so, what should we do about it; and if not, why is the criticism being raised so frequently?

Dr. Bright.

Dr. **Bright**. I feel that particularly in Ohio and in most States that we are doing a good job of vocational education. We do have a special research project that was completed as a follow-up and found that students who are in vocational education are making more money and are doing a better job of training.

I would like to call your attention to this article in the current *Fortune* magazine on vocational education, because it gives you an excellent picture.

Senator **Kassebaum**. Yes, I have read that.

Dr. **Bright**. It is the June 19th issue.

Senator **Kassebaum**. Yes, it was nice to see that, and it did give good recognition, I think, to the importance of vocational/technical education.

Dr. **Bright**. So I think we are doing a good job.

Senator **Kassebaum**. If you had to state your greatest concern, would it be the distribution of funds.

Dr. Oswald.

Dr. **Oswald**. Senator, I would like to respond to that question and statement about vocational education not being accountable and not producing. I think it is impossible to legislate leadership, and leadership is the key to any type of effective educational program, and certainly vocational education. And where you have strong, effective leaders at the local level and strong, committed leadership at the State level with the general assembly, with the governor, the State superintendent, the State board, and department staff, then you are going to have a very productive system. But you always have some weak links in that system. We have them in South Carolina.

So I would hope that this subcommittee and the Senate will not allow a few isolated, ineffective programs guide them in reauthorizing the Perkins legislation. I think it would be a mistake, because if you look at our figures in South Carolina and what we are doing with students who will never, never be able, economically or ability-wise, to go on to postsecondary education, vocational education is making a difference; there is no question about it.

Senator **Kassebaum**. Thank you very much.

Ms. Lawrence.

Ms. **Lawrence**. Senator, I would echo Dr. Oswald's comments. There is no way to devise a perfect system. I wish there were, but I fear that that is an impossibility. By and large, I think that Carl Perkins money has been effectively used in the vast majority of cases. I think we can see benefits in every State in this Nation. Unfortunately, you are going to find some that could have been better-used, but still, I'm not sure that they are saying that they were totally wasted.

So I believe that vocational education reauthorization is essential and that we need to let the States utilize the money in the best way to get the most benefit for the students in that State.

Senator **Kassebaum**. Mr. Ambach, I wonder if you would comment on the GAO report that you heard discussed this morning.

Mr. **Ambach**. I'd be very pleased to, and I want to connect that with your question, which was whether the State systems are performing effectively or not.

This morning on panel one, you heard three very effective presentations about studies that have been done, especially the GAO report. I think it is very important that one read all of the GAO report. The GAO report is critical in the sense that there was quite a differentiation of the way in which the money was distributed as to whether it reached the economically disadvantaged or not.

The implication that is carried away from that is that in the use of the funds somehow the States were not providing for effective programs. But the GAO report in its very summary has a statement which I'd like to paraphrase, and that is a statement that their finding was by and large that the use of funds from the State level for program improvement from 1984 to 1988 had been in accordance with the objective of the Perkins Act which was to use those funds for improving the entire vocational education system.

That is a piece of the GAO report that is far too little spoken about, and I think it is an important observation, that although they found difficulties on the distribution of the money, they did not in fact criticize the effectiveness of the money toward the objective of program improvement.

In my opinion, the funding from the State levels has been effective. I think that what is very, very key now is how do you keep changing the system. That is the issue. How does one take $1 billion plus of Federal money and keep moving it in the direction that it will continue to upgrade vocational/technical education to serve us for the 21st Century. In that respect it seems to me that it is absolutely pivotal to understand the changes through staff development, curriculum development, technical assistance, what you have to do with critical mass on a statewide level as to what can be done at the local level, and craft the next version accordingly.

Our recommendations I think have fit very, very well with what the GAO findings and comments have been. I think that is a good report. But I think it has to be understood that it was on distribution and not necessarily on effectiveness.

Senator **Kassebaum**. Are there any other comments anyone would like to make?

[Pause.]

If not, I very much appreciate your testimony. It has been valuable to us, I think, as we take under consideration the reauthorization of the Perkins Act, and we appreciate again your patience through the delay of the hearing.

[Additional material supplied for the record follows:]

RALPH BREGMAN, ED.D.

8920 Hilton Hill Drive Lanham, Maryland 20706 (301) 577-1577

July 25, 1989

The Honorable Claiborne Pell
United States Senate
335 Russell Building
Washington, DC 20510

Dear Senator Pell:

I attended the hearings on re-authorization of the Carl Perkins Act, June 21, 1989. The exchange of information and views between committee members and witnesses was illuminating.

Coordination and cooperation between JTPA and the public vocational education system was explored members. My sense is that members are convinced that the vocational education system is resisting or at least not helping job training officials in their efforts advancing coordination. While the panelists indicated considerable progress has been achieved in coordination, they did not cite research to support their statements. Unfortunately, some of their responses were vague leaving coordination shrouded in uncertainty.

Attached are pages from a 1987 National Alliance of Business Report, JTPA Operations at the Local Level: Coordination or Discord. While I urge you to get the full report - not the Executive Summary, I'm attaching pages from the former in order to help remove several possible misunderstandings.

Misunderstanding #1. Lack of the vocational system's commitment to coordination.

NAB asserts that of all programs (i.e., employment service, welfare, economic development, and vocational education) studied, vocational education received the highest percentage of survey responses indicating that the relationship with JTPA was good or excellent (page 43). Moreover, vocational education had more working agreements with JTPA (535) than did any of the aforesaid programs (page 44). Other related data supports ths observation that vocational education and JTPA have in fact, established an overall positive working relationship , albeit over a protracted amount of time. Obstacles are identified (pages 48-51) but are not so egregious as to suggest that significant changes have not taken place.

Misunderstanding #2. The 8% set-aside is not working.

Again from the NAB report (page 51), survey data indicate that the 8% monies do help foster JTPA/vocational education linkages at both the state and local levels. (One wonders that if the 8% provision were made even stronger more creative relationships and joint planning might be impelled.)

Misunderstanding #3: That state government activity is essential in bringing about coordination of programs and delivery of services.

From pages 15 and 19, about 2/3 of the respondents indicated that state (administrative) efforts encouraging coordination are seen as having limited significance at the local level.

My concern is that in spite of this and related information, there is a notion afoot that a centralized single state entity, created by Congress, is the elixir needed to cure the pains and ills debilitating the system. To the contrary, relationships have been evolving and maturing. Why then not use the vocational - JTPA experience alluded to on pages 44 to 47 to encourage, through incentives, more cooperation by other federal programs at both the state and local levels.

I trust that you will find this information useful. Please feel free to make this letter part of the hearing record.

Sincerely,

Ralph Bregman

Ralph Bregman

Copies: Senator Hatch
Senator Kassebaum
Senator Kennedy
Senator Mikulski
Senator Simon
Representative Hawkins

RB:bd

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JTPA OPERATIONS AT THE LOCAL LEVEL: COORDINATION OR DISCORD?

Survey on the Relationships between Service Delivery Areas and Selected Human Service Agencies

Elaine M. Brady, NAB Clearinghouse Manager, directed all phases of the research and the analysis of the data. Ms. Brady and Kevin Balfe, special consultant on the project, were the principal authors of this report.

The conduct of NAB's 1987 survey and analysis of data were financed with both public and private resources. Public funding was made available through grants from the U.S. Department of Labor, the National Commission for Employment Policy, and the National Center for Research in Vocational Education. The conclusions and recommendations in the report are solely those of the National Alliance of Business and do not necessarily reflect the views of the funding organizations.

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INTRODUCTION

For the past three years, the National Alliance of Business (NAB) has surveyed professionals and volunteers who administer JTPA programs and serve on Private Industry Councils in an effort to illuminate timely issues that reflect the evolving status of the job training system. NAB's first two survey efforts -- in 1983 and 1984 -- established a unique set of baseline data and examined the administrative and programmatic changes which had occurred in the restructured system. Last year the Alliance surveyed Private Industry Council chairpersons and SDA administrators to determine the level and impact of business involvement in the development and operation of employment and training programs for the poor and structurally unemployed.

In recognition of the institutional maturing that has occurred since the passage of the Job Training Partnership Act, NAB focused this year's survey on the broader issues associated with coordination and collaboration between job training and other publicly funded programs for human resource development and economic growth. A marshalling of resources and coordination of efforts is crucial to achieve the goal of preparing every member of the nation's workforce for productive employment. JTPA's enabling legislation acknowledges this fundamental principle by mandating and encouraging coordination in numerous ways.

The purpose of this survey has been to assess the extent to which JTPA's intended coordination role has been realized and practiced. In particular, local and state level collaboration was examined between the JTPA system and four other programs: the Employment Service, vocational education, welfare, and economic development.

To accomplish this purpose, NAB researchers conducted methodical telephone interviews with state managing agencies for JTPA, service delivery area administrators, and PIC chairpersons. Separate questionnaires were developed for each group of respondents. In sum, NAB staff interviewed the directors of 46 state managing agencies for JTPA, 209 PIC chairpersons and 205 SDA administrators. PIC chairs and SDA administrators were from the same local program. To obtain a representative sample, local JTPA programs were selected from each state. Care was taken to include small as well as large SDAs, urban and rural areas, and SDAs in different regions of each state; and reaching over 200 SDAs and PIC chairs yielded a very representative sample (one-third) of the country's total (600) service delivery areas and Private Industry Councils.

Further, in order to broaden NAB's information base on JTPA/human resource coordination efforts, the Alliance expanded its data collection activities to include local administrators of one human resource agency. Given the administration's interest in the reorganization of the Employment Service to increase collaboration between the ES and JTPA, NAB sought to include a small number of local ES office managers/directors. A total of 50 local ES administrators were contacted in ten states. States were selected on the basis of geographical diversification and the ES interviewees were selected at random.

Survey results principally represent the perspective of state and local JTPA officials and generally not their counterparts in the other four programs studied. Thus, many problems cited in coordinating JTPA with the other programs focus upon perceived deficiencies of the other programs rather than of the JTPA system itself.

Based on these interviews with four separate groups of individuals, NAB has prepared this full report analyzing the survey results. In addition, 12 case studies of model coordination efforts have been included. Sites selected for the case studies were initially chosen from the SDA administrator or PIC chair interviews and followed up with telephone discussions with the various program officials involved in the coordination effort being investigated.

This report contributes to the growing research literature on the status of coordinating job training with other human resource programs. Since JTPA's inception, policy and research organizations have been particularly interested in studying how the partnership concept and federal coordination mandates contained in the Job Training Partnership Act have affected state and local program implementation. Key studies have been funded by the Department of Labor, the National Commission for Employment Policy, the National Center for Research in Vocational Education, and others. Although each examines different aspects of JTPA's success in working with other programs, generally their conclusions are similar to these, presented here, drawn from the Alliance's 1987 survey.

GENERAL COORDINATION TRENDS AND PATTERNS

SIGNIFICANT DAY-TO-DAY COORDINATION -- MINIMAL JOINT PLANNING

The NAB survey was designed to investigate the extent to which the JTPA system is fulfilling its legislated role as an important element of coordinated human resource development strategies. Questions were asked to learn about the amount and types of coordination taking place and to record respondents' views about the relationship between JTPA and four program areas: the Employment Service, vocational education, welfare and economic development. Results show clearly that private industry council chairpersons and SDA administrators are committed to working with other programs and agencies to increase the amount and improve the quality of services to JTPA clients. Ninety-nine percent of PIC chairs interviewed state that they are committed, at least in principle, to collaborating with other human resources agencies. In the majority of these cases, this commitment translates into conscious efforts on the part of the PIC to work with other human resource programs: fifty-five percent of PIC chairs report that coordination has been discussed "extensively" at PIC meetings, and an additional 31 percent report that it has been discussed "several times." Only ten percent of PIC chairs say that coordination has been discussed once or twice, and a mere three percent report that coordination has never been discussed.

Empirical evidence also suggests that a substantial amount of coordination between JTPA and other programs does indeed take place. The average SDA has two or more formal working agreements or contracts with both the vocational education system and the Employment Service, and the majority of SDAs have one or more formal agreements with welfare and economic development agencies. In total, the average SDA has eight formal agreements with the four programs studied. The vast majority of reported agreements can be characterized as day-to-day working arrangements designed to expedite normal program operations, such as client referral agreements with welfare and the Employment Service, training contracts with vocational education, and staff sharing with economic development agencies. To a large degree, this type of coordination builds on the tradition of inter-agency woking relationships that had begun to develop under CETA, JTPA's predecessor

In addition to reporting extensive coordination, JTPA respondents indicate that the amount of coordination taking place is on the rise. Three out of four PIC chairs report that, overall, coordination with other programs is increasing. A smaller percentage report increased coordination with respect to specific programs -- ranging from 35 percent for JTPA/ES coordination to 65 percent for JTPA/economic development coordination -- but these far outnumber those who report declining coordination (0 to 8 percent). It is probable that respondents' views reflect the natural evolution of the JTPA system as PIC members and SDA staff move away from an inward focus, associated with the establishment of the PIC/SDA structure and program start-up, toward a broader view of employment and training issues.

While significant coordination is taking place in the form of operating agreements and day-to-day working arrangements, survey results indicate minimal coordination in the area of overall strategic planning. The majority of JTPA respondents, for example, reported minimal involvement in the development and review of local Employment Service plans, despite the fact that JTPA legislation mandates such involvement. This finding suggests that, whereas significant working relationships exist between JTPA and other programs, the synchronized, integrated approach to human services planning and programming that was envisioned in JTPA has not been fully realized in most places. To be sure, exceptions to this pattern do occur. It is particularly noteworthy, for example, that in four states that have mandated a merger of JTPA and Employment Service planning, 80 percent of JTPA respondents report substantial coordination during planning. The prevailing pattern in most states and localities, however, across all four program areas, is that while there is much coordination taking place in the realm of day-to-day operations, there is relatively little coordination afoot in the realm of joint or strategic planning.

FACTORS ENHANCING/INHIBITING COORDINATION

What are the factors that enhance coordination? Interestingly, they are remarkably similar across program areas. Where coordination is strong, respondents feel that agencies share similar goals and that a generally cooperative attitude exists between program staffs. The five factors cited most frequently as encouraging coordination are: 1) sharing of mutual goals and objectives, e.g. helping economically disadvantaged individuals become productive members of the workforce; 2) interpersonal compatibility between agency directors and/or staffs; 3) a long history of working together -- sometimes going back to CETA -- that continues into the present; 4) special efforts or initiatives on the part of JTPA staff or other agency staff to improve coordination; 5) collocation or co-administration of JTPA with other programs.

What factors inhibit coordination? Respondents cite a variety of problems, often specific to the program in question. With respect to JTPA/welfare coordination, for example, interviewees most often cite welfare clients' loss of benefits upon entering training or taking a job as the most serious obstacle. JTPA coordination with the Employment Service, on the other hand, is most impaired by "turf" competition over administrative control, employer job leads and job placement credits. To one degree or another, however, complaints were recorded about each of the program areas studied concerning turf problems, bureaucratic impediments, poor performance, conflicting goals or staff incompatibility. Thus, a more detailed assessment of coordination with each of the four program areas is needed. The following chapters provide a closer look. Section B, Survey Findings, begins by examining the state's role and its impact on promoting JTPA coordination at the local level.

STATE ROLE IN JTPA COORDINATION

BACKGROUND AND OVERVIEW OF STATE ROLE

Congress clearly intended state government to play a key role in coordinating employment and training activities, as exemplified by Section 121 of JTPA entitled "Governor's Coordination and Special Services Plan." Specifically, the Act states that *"the plan shall establish criteria for coordinating activities under this Act with programs and services provided by the State and local education and training agencies (including vocational education agencies), public assistance agencies, the employment service, rehabilitation agencies, postsecondary institutions, economic development agencies, and such other agencies as the Governor determines to have a direct interest in employment and training and human resource utilization within the state."* Other key provisions of JTPA make the state's role in coordinating human resource development activities more explicit. These include creating the State Job Training Coordinating Councils (SJTCCs), strengthening the Governor's role in administering the Employment Service, and providing the state with special JTPA funds (8% set-aside funds) to encourage JTPA coordination with educational institutions.

Because the JTPA legislation envisions a strategic role for the state in encouraging coordination of JTPA with other programs, the NAB survey asked state and local level interviewees about their perceptions of the state role and its impact at the local level. Overall, survey findings indicate that in about two-thirds of the states, efforts to encourage coordination are seen as having limited significance at the local level. Specifically, when asked if any kind of state initiative has encouraged coordination at the local level, a third of SDA administrators indicated that there are none. Another 30 percent cite activities such as state-sponsored conferences, informational workshops and the formation of state-wide JTPA associations; such activities are doubtless helpful but probably do not reflect strong state leadership in promoting coordination. The remainder, for the most part, report that the state is helpful in fostering coordination with one or more specific agencies. In most of these cases, however, the initiative undertaken by the state was not seen as having a major effect on the SDA's ability to coordinate with the local agencies.

Interviewees also were asked if the Governor's Coordination and Special Service Plan has an effect on the PIC/SDA planning process or operation. The majority of PIC chairs and SDA administrators believe that the state coordinating plan requirements have a relatively limited impact on their SDA. In fact a third of the PIC chairs had no knowledge whatsoever of the state coordination plan, most commenting that they had never heard of it. Another third had heard of the plan, but knew no specifics about coordination requirements. Similarly, many SDA administrators were aware of the plan's existence but had to pull it off the shelf during the NAB interview to provide any specific information about its contents.

Notably, the responses of state level JTPA administrators often echo those of local officials. About 20 percent report that meetings and informational workshops are the principal state initiatives to encourage local coordination. An additional 25 percent report that the state requires "paper agreements" and sign-offs certifying that local coordination has taken place, but most of the state respondents indicate that they feel the paper agreements are a pro forma exercise without much genuine substance. Encouragingly, the remainder of state administrators -- over half -- generally are able to cite one or two actions the state has taken to encourage coordination, such as the development of model inter-agency agreements for local use, performance incentive awards for coordination, rapid response teams to cope with plant closures, or industrial training programs for new and expanding industries. Yet, the overall picture that emerges across the states is one in which the state role in encouraging local coordination has been quite restricted.

Despite the fact that many state and local JTPA officials do not consider the state's role in fostering local coordination particularly important to SDA programs, some states did, in fact, aggressively mandate coordination by merging the JTPA and ES planning process or spearheading new initiatives to coordinate on special issues. Noteworthy examples of new state initiatives on special issues include the following:

- "Massachusetts Jobs Southeast," an effort to provide a one-stop package of training services customized to meet the needs of this least advantaged part of the state;
- "GAIN" (California), "Project Reachup" (Vermont), "Arizona Works," "ET" (Massachusetts) and other welfare-to-work initiatives;
- "Rural Renaissance" program in South Dakota which is designed to improve economic conditions in agricultural communities;
- West Virginia's Industrial Training Team which provides a range of services to new and expanding industries;
- Oregon's "State Initiatives for Youth" which brings together education, welfare, JTPA and other agencies to provide assistance to at-risk youth.

Survey results show that where states have taken major steps to overhaul the planning and coordination process, local program linkage increases and change does occur even if, in some cases, practitioners have mixed feelings about the results. Local JTPA/Employment Service coordination, for instance, appears to be much more coordinated in those states which have merged the JTPA/ES planning process; 80 percent of respondents in the four states where the planning process had been merged for at least one year report substantial coordination in contrast to approximately 40 percent in the remaining states.

Interestingly, federal coordination requirements may carry no more weight than do state requirements; provisions in JTPA and the Carl Perkins Vocational Education Act mandating coordination are only vaguely known by a substantial portion of respondents and have been ignored by many others. Yet again, notable exceptions do occur in states that have taken federal mandates seriously and vigorously pursued a coordination agenda by reforming the planning and service delivery process. The evidence, therefore, suggests that states can make a key difference in program effectiveness by strongly encouraging and even mandating coordination. Stating vague coordination objectives and requiring pro forma written agreements and sign-offs on other agencies' plans, however, seems to have minimal impact on actual planning and program operations in most localities.

COORDINATION ISSUES AND PROBLEMS

When SDA administrators were asked if states had done anything to hinder program coordination (and, conversely, if states could do anything to encourage coordination), over 30 percent indicated that states should take a more active role in requiring other programs to interact with JTPA. About half of these respondents want more than coordination incentives or requirements -- they feel that local JTPA agencies should be given direct control of programs that now are handled by other agencies. For example, 13 respondents feel that all employment and training activities should be administered through the SDA/PIC structure; 15 others express the opinion that all JTPA funds, including Title III dislocated worker grants and 8% education coordination funds, should be controlled by the SDA/PIC structure. The call to give JTPA control over other programs seems, in part, to arise from frustrations that local JTPA programs are mandated to coordinate with other entities over which an SDA or PIC has little or no influence. As one respondent stated: "We have to carry the full burden of coordination, reviewing plans and so forth, but these other programs do not have to get involved with JTPA at all. The problem is, it's a waste of time to try to coordinate efforts when you have no control or influence over the other party."

STATE ROLE IN JTPA COORDINATION

While local JTPA officials express the need for stronger and clearer state guidance on coordination, they also feel that local representatives should be given more of a say in state-level decision-making. About 28 percent of SDA administrators indicated that a lack of regard for local input and unnecessary state interference in local affairs are barriers to coordination. The majority of these respondents specifically note the state's handling of state-administered JTPA programs. A third of these (19) single out state handling of the JTPA 8% education coordination grants as a significant problem, complaining that SDAs have little input in how these funds are used and that the grants are poorly administered with too many restrictions placed on them. Fifteen respondents express very similar views with respect to state administration of the Title III Dislocated Worker program with complaints, again, of little SDA input, unnecessary restrictions on the use of funds and inappropriate use of grants. (Interestingly, survey results indicate that 75 percent of local JTPA programs provide some type of services for dislocated workers under JTPA Title III, a high number considering that many Title III grants are awarded to entities outside the PIC/SDA structure.)

Although noted less frequently, states' lack of regard for local input is criticized in areas other than the funding and operation of state-administered JTPA programs. Some respondents, for instance, complain that the state has ignored local JTPA input on important issues such as changing SDA geographic boundaries or PIC composition, or has simply implemented important programs, such as major economic development projects, without coordinating with the SDA.

Another barrier to local coordination perceived by JTPA administrators is a lack of coordination among state level human resource agencies. As one respondent states: "If the state does not have its act together, how can they expect us to pull things together at the local level." About 16 percent of SDA administrators indicate that insufficient linkage among state agencies and confusing or conflicting state policies were significant barriers to local program coordination. Some of these respondents say that the state has not sufficiently clarified the roles and responsibilities of various agencies to avoid duplication of effort and gaps in service delivery.

State JTPA administrators agree that states could improve local coordination by pulling things together at the state level. Nearly 20 percent of state administrators expressed the opinion that governors should exert more leadership in defining agency roles and overcoming state agency turf conflicts and parochial interests. About 15 percent mention that state-level inter-agency task forces or "cabinet clusters" have been or are being convened to address human resources coordination issues.

In total, survey results suggest that most state governments have not played a strong leadership role in promoting coordination between JTPA and other human resource development programs. Moreover, specific provisions contained in the JTPA legislation designed to foster statewide coordination of employment & training programs seem to have had limited impact, at least from the perspective of local JTPA officials. PIC and SDA representatives feel that states have not provided sufficient incentives or mandates for other programs to coordinate with JTPA; that states frequently proceed with program initiatives or new policies without sufficiently coordinating with the local JTPA system; and that a lack of coordination at the state level impedes any efforts to link efforts at the local level. State JTPA directors seem to agree that state governments have set a poor example by failing to coordinate their own efforts, and have been ineffective in promoting local coordination.

VOCATIONAL EDUCATION/JTPA COORDINATION

1970: Ed North is a high school dropout. As a student, he was enrolled in a vocational education program for automobile mechanics. His lack of basic reading and mathematical skills, however, became a source of frustration for Ed and his instructors. Discouraged, Ed took to the streets.

Ed's case is an everyday occurrence in most localities despite the billions of dollars spent each year by schools and the JTPA system to help at-risk youth. In one east coast city school, for example, more students dropped out than graduated last year. Nationwide, one out of every four students leaves high school without graduating. While there is no easy solution to the problem, clearly JTPA must work closely with the public education system -- especially vocational education, which provides so much training to those who are not college bound -- to help the millions of young people who are falling through the cracks.

1985: Ed North, after getting into some trouble with the law, is now eking out a living on one minimum wage job after another. He now realizes that not finishing high school was a mistake and wants to do something about it, but Ed does not know where to turn. Finally, he decides to explore adult education programs he has heard about in the community. The adult education counselor presents Ed with an overview of the programs that are available and their cost, but nothing strikes him as being quite appropriate or feasible. Ed needs the kind of intensive counseling, assessment, and training support that JTPA can offer. Like many individuals, however, he is not aware of JTPA and its opportunities.

As this story suggests, JTPA and vocational education unquestionably share common goals, clients and problems. Coordination is needed to develop JTPA/vocational education training programs that respond to the special needs of both JTPA clients and employers.

BACKGROUND ISSUES

The hallmark of vocational education at all levels -- secondary, post-secondary and adult -- is its concentration on training for specific occupations. This has led to a close relationship between vocational education and JTPA; in fact, the vocational education system delivers a substantial proportion of all JTPA-funded training. This strong relationship dates back to the pre-JTPA days when CETA programs relied heavily on vocational education for service delivery. The Carl D. Perkins Vocational Education Act of 1984, which reauthorized federal support for vocational education, was designed to stimulate an even closer relationship between the two systems for two reasons:

1) There was concern that occupation-specific training be closely matched with employers' requirements. While this often has been the case, decisions about course offerings also have been influenced by other factors such as number of enrollments, skills of tenured faculty, existing equipment and facilities, student interests and budget considerations. Over the years, this has led to a situation in which numerous vocational education programs have been criticized for offering training that is outdated and unresponsive to employer needs. Thus, one of the principal goals of the 1984 Perkins Act is to strengthen the link between vocational education programs and the employer community.

2) There was concern that vocational education resources be targeted more effectively to disadvantaged individuals, such as dislocated workers, single parents, welfare recipients, and handicapped individuals, all in particular need of training and skill upgrading.

For both reasons, the Perkins Act included provisions requiring coordination with JTPA at both the state and local level, including SDA/PIC review of local vocational education applications for state and federal funds.

KEY FINDINGS

- *The JTPA/Vocational Education Relationship Was Perceived More Positively Than Any Other Program Area:* Seventy-five to 80 percent of those surveyed characterize the relationship as good or excellent. This is the highest overall percentage of any program by a considerable margin.

- *The Level of Reported Coordination Is Higher Than with Any Other Program:* Vocational education has the highest number of reported formal agreements with SDAs and more than double the number of financial agreements in any other program. Almost all (95%) SDAs report a financial agreement.

- *Skills Training Is the Most Common Area for Coordination Agreements:* About two-thirds of the SDAs have at least one contract with a vocational education institution to provide occupational skills training of some type. The 164 reported agreements for skills training is the highest number reported for any single activity in any program area.

- *A Significant Level of Remedial and Basic Skills Training Is Also Reported:* A total of 90 formal agreements between vocational education and JTPA are reported in the remedial education/basic skill training area.

- *The Most Commonly Reported: Obstacle to Coordination Is the Perceived Lack of a Job Placement Orientation on the Part of Voctional Education.* Over 10 percent of respondents indicate problems with poor job placement performance, often complaining that vocational education is unwilling to enter performance-based contracts.

- *Coordination Requirements in the Perkins Act Have Had Limited Impact:* With respect to state-level coordination provisions, 58 percent of SDA administrators report no impact; 17 percent report a minimal impact. About half of SDA administrators report that they do not review local vocational education funding applications to the state as required by the Perkins Act.

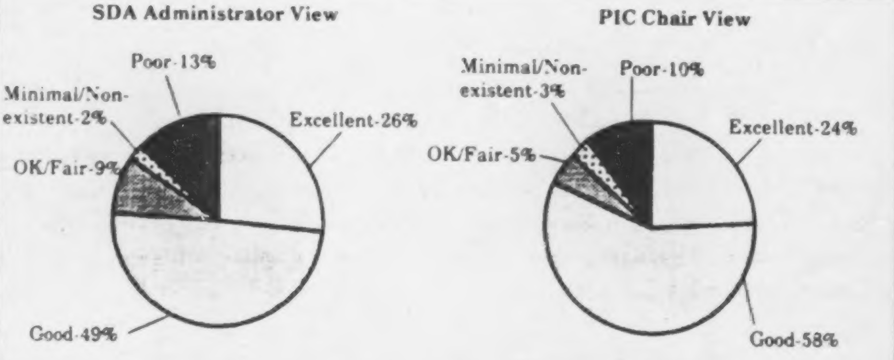
GENERAL PERCEPTIONS AND TRENDS

Very Positive and Long-Term Relationship

Survey results indicate that the relationship between vocational education and JTPA is long-standing, involves extensive coordination and is viewed very positively by most JTPA officials. Of all programs studied, vocational education received the highest percentage of survey responses indicating that the relationship with JTPA was good or excellent: 74 percent of SDA administrators and 82 percent of PIC chairs. In fact, the relationship between vocational education and JTPA is considered to be excellent by one out of four respondents. Representative survey comments reflecting the close ties between the two systems are: "We collaborate more with vocational education than with any of the other programs"; "the strongest of all [programs] at the state and local levels"; "we have a good working relationship with several financial agreements"; and "we've had a super relationship from the start -- we've consistently contracted with the community college and high school."

In spite of the excellent relationship that has existed in many areas, at least ten percent of both PIC chairs and SDA administrators depict the relationship as being unsatisfactory. Specifically, 13 percent of SDA administrators and ten percent of the PIC chairs felt that the relationship was poor or rocky. A significant number of criticisms relate to poor job placement performance and the unwillingness of vocational education to accept performance-based contracts. Also common are complaints that the vocational education system is inflexible with regard to scheduling training (e.g.

rigid semester schedules), and often resists developing shorter term training programs which would be better suited to the needs of JTPA clients.



NATURE OF RELATIONSHIP BETWEEN JTPA AND VOC. ED.

Stable Situation

Survey respondents also were asked if the relationship between the two agencies was changing. Two-fifths of the SDA administrators and a third of the PIC chairs interviewed indicate that the situation is improving; about three percent of all interviewees indicate that the relationship is declining; the remainder report little or no change. Overall, these figures depict a relatively stable situation, and one showing less dramatic improvement than has been the case with some other program areas. This stability may be attributed to the long-standing and exemplary relationship that has existed between vocational education and JTPA in many localities.

High Level of Coordination

Survey results show that the amount of coordination between vocational education and JTPA is extensive. In fact, vocational education had more reported working agreements with JTPA (535) than did any other program. Moreover, the number of financial agreements between JTPA and vocational education is more than double that of any other program -- 95 percent of all SDA administrators report at least one financial agreement and there is an average of over two per SDA.

NUMBER OF FINANCIAL AND NONFINANCIAL AGREEMENTS, BY PROGRAM

	Voc. Ed.	ES	Econ. Dev't.	Welfare
Financial Agreements	465	209	151	65
Non-Financial Agreements	70	301	189	179

It is clear from the kinds of agreements reported that the close association between the two programs exists for a simple reason: vocational education has much of the capacity to deliver the type of training that JTPA clients need. Nearly two-thirds of the financial agreements between JTPA and vocational education, for example, relate specifically to training programs, and many of the other agreements include training as a component.

Survey data clearly show that the JTPA relationship with vocational education embraces all levels of the vocational education system -- secondary, post-secondary and adult. Slightly over half the SDAs report coordinating with all three levels of vocational education, and nearly two-thirds of the SDAs work with at least two of the three levels. Of those working with only one level, post-secondary is the most common, secondary the least.

AREAS OF COORDINATION: FINANCIAL CONTRACTS FOR PROVISION OF TRAINING ACCOUNT FOR MAJORITY OF AGREEMENTS

The large number of formal agreements reported between JTPA and vocational education fall into four major categories: skills training, remedial education/basic skills training, training for special target groups, and ancillary client services such as outreach, referral, assessment, job search workshops and job placement. The first three categories may be classified as training oriented.

Not surprisingly, JTPA/vocational education coordination focuses most heavily on occupational skills training. About two-thirds of the SDAs have at least one contract with a vocational education institution to provide occupational skills training of some type. In fact, the 164 reported agreements for skills training is the highest number reported for any single activity of the four program areas. Over 95 percent of these agreements are financial. Occupational skills training provided by vocational education covers a wide range of activities including customized training for new and expanding industries, special short-term training courses for JTPA participants, as well as the traditional semester-based skills training courses offered by most vocational education systems.

VOCATIONAL EDUCATION/JTPA COORDINATION

While occupational skill training is the most common form of instruction, respondents also report a significant level of remedial and basic skills education provided by vocational education -- 90 agreements are in this area. In some of these cases, vocational education provides basic skills education as a component of occupational skills training in order to bring individuals up to the requisite skill level to enroll in technically oriented courses. This is particularly important for JTPA clients, many of whom lack the reading and math skills required to participate in skills training programs.

Furthermore, in some SDAs, JTPA also contracts for training and employment programs designed to assist special target groups. Specific programs mentioned are geared to high school dropouts (18 agreements), summer youth (16 agreements), and dislocated workers (6 agreements).

Although training accounts for the majority of JTPA/vocational education agreements (64%), closely allied client services such as outreach, referral, assessment and job search assistance (e.g. job search workshops) also are common. Over 160 such agreements are reported in these areas -- 43 for client referral, 39 for assessment, 38 for job placement, 25 for outreach, and 17 for job search assistance.

VOCATIONAL EDUCATION /JTPA COORDINATION AGREEMENTS

Activity	Financial	Non-financial	Total
SKILLS TRAINING	159	5	164
Classroom Training	(130)	(5)	(135)
Customized Training	(29)		(29)
REMEDIAL/BASIC SKILLS EDUC.	75	15	90
TRAINING FOR SPECIAL GROUPS	40	2	42
School Dropout Programs	(18)		(18)
Summer Youth Programs	(16)	(2)	(18)
Dislocated Workers	(6)		(6)
OTHER TRAINING	38	6	44
GED	(14)	(6)	(20)
Tuition Reimbursement	(20)		(20)
Other	(4)		(4)
RELATED CLIENT SERVICES	146	22	168
Job Search Assistance	(17)	(2)	(19)
Client Referral	(35)	(8)	(43)
Client Assessment	(31)	(9)	(40)
Job Placement	(38)	(3)	(41)
Client Outreach	(25)		(25)
GENERAL COORD. AGREEMENTS	0	14	14
OTHER	7	6	13
	465	70	535

Coordination between JTPA and vocational education is unique in one respect: agreements almost always involve the exchange of JTPA money for services. There are over twice as many JTPA/vocational education financial agreements than for any other program. (Interestingly, all 81 agreements pertaining specifically to outreach and referral between JTPA and vocational education are financial, while nearly 90 percent of agreements between ES and JTPA for the same activities are non-financial.) And in spite of the extraordinarily high number of agreements reported to exist between the two programs, the number of non-financial agreements was less than half that reported for any other program except welfare. This emphasis on financial contracting is not surprising given that vocational education is primarily a training service provider. By contrast, welfare and economic development, and to a lesser extent the Employment Service, relate to JTPA more as "sources" of clients and job opportunities, rather than as service providers.

NUMBER OF FINANCIAL AND NONFINANCIAL AGREEMENTS AMONG PROGRAMS

	Financial	Nonfinancial
Vocational Education	**465**	**70**
Employment Service	209	301
Economic Development	151	189
Welfare	65	179

COORDINATION ISSUES: INSUFFICIENT EMPHASIS ON PLACEMENT AND INFLEXIBILITY CITED MOST FREQUENTLY

Despite the overall positive relationship between JTPA and vocational education, PIC chairs and SDA administrators are not completely satisfied with all aspects of the vocational education system. Indeed, according to survey interviewers, it is precisely because JTPA has worked so extensively with vocational education that respondents are often vocal and sometimes quite specific in their criticisms.

The most frequently cited problem affecting the JTPA/vocational education relationship is the belief that vocational education is not sufficiently geared toward job placement. Close to 15 percent of the local JTPA interviewees complained of poor job placement performance and unwillingness to enter performance-based contracts (specifying the number of job placements). Survey respondents perceive that there is a general difference in philosophy between the two programs, JTPA being placement oriented and vocational education emphasizing education without regard to placement. As one respondent stated: "Voc. ed. continues to train people in skill areas where there are no jobs."

The second most frequently mentioned problem (7%) is the perception that vocational education is inflexible in responding to client needs. These respondents express the opinion that a serious barrier to coordination is vocational education's unwillingness or inability to produce a fast, flexible response to the special needs of JTPA clients, many of whom do not fit the profile of the student that the vocational system has traditionally served. Some respondents, for example, say that vocational education is unwilling to schedule night classes or offer courses outside the normal semester schedule. Others complain that vocational education is reluctant to develop special, short-term training suitable for JTPA clients. Representative comments on this issue include: "No year-round training is available"; "the lack of open entry/open exit flexibility is a serious problem"; "the vocational education curriculum is only long-term -- they will not do short-term training"; and "voc. ed. demonstrates little flexibility in being able to develop open entry and open exit programs."

Other obstacles to coordination cited by survey respondents include outdated vocational education equipment and curricula (3%), vocational education's lack of interest in JTPA (2%), differing objectives (2%), and turf battles between the two programs (2%).

OBSTACLES TO COORDINATION -- JTPA & VOCATIONAL EDUCATION

	SDA Admin.	PIC Chairs	Total
PERFORMANCE-RELATED PROBLEMS	36	21	57
Poor placement performance or too costly	(19)	(21)	(40)
Unwillingness to do perf. based contracting	(17)		(17)
INFLEXIBILITY re: scheduling, short term training, etc.	18	10	28
POOR OR OBSOLETE EQUIPMENT AND CURRICULA	4	10	14
LACK OF INTEREST IN JTPA	10	0	10
DIFFERENT OBJECTIVES/CONFLICTING VALUES	5	7	12
TURF BATTLES		10	10
PROBLEMS WITH STATE ADMIN., ESPECIALLY RE: 8% EDUC. COORD. FUNDS	6	0	6
OTHER	9	9	18

Despite the problems noted, JTPA and vocational education seem to forge ahead with a heavy schedule of joint activities in most localities. One interviewee, for example, says that the community college's policy of not offering open entry/open exit programs is a problem, but nevertheless reports that overall they have an excellent relationship. Another interviewee says that even though the SDA has problems with vocational education's refusal to do performance-based contracting, they continue to contract with them and have a good relationship.

IMPACT OF THE PERKINS COORDINATION PROVISIONS THOUGHT TO BE INSIGNIFICANT BY MOST

The Carl Perkins Vocational Education Act, passed in October 1984, requires vocational education coordination with JTPA at both the state and local levels. With respect to state activities, the State Job Training Coordinating Council must review and comment on vocational education plans, and cross membership is required between the State Job Training Coordinating Council (SJTCC) and the State Vocational Education Council. At the local level, vocational education applications to the state for funds must be reviewed by the appropriate SDA or PIC and must include a description of coordination with JTPA. Questions were asked of PIC chairs and SDA administrators about the impact of these new provisions on the relationship between JTPA and vocational education at the local level.

With respect to the state-level coordination provisions, JTPA interviewees were asked what impact the Perkins state-level coordination requirements had on the local decision-making process. The results are largely negative: two thirds of both SDA administrators and PIC chairs say that the Perkins' provisions have no or minimal impact at the local level. In fact, over 30 percent of the PIC chairs had not even heard of the Perkins Act and over half of the SDA administrators say that state coordination provision has had no impact whatsoever.

Still, those reporting some impact (one-third) do cite a wide range of resulting initiatives. These include the creation of a Vocational Occupational Review Board; the establishment of vocational education regional councils with strong PIC representation; the development of ad hoc state working groups to deal with JTPA 8% funding; the creation of an "evaluation team" to study local vocational education institutions; and the development of special in-school programs for the disadvantaged.

Likewise, the local-level requirement for SDA/PIC review of vocational education funding applications seems to be producing mixed results. Half the SDA administrators interviewed report that they do, in fact, review vocational education applications to the state, but nearly as many report that they do not. Of those indicating that such a review process takes place, a few noted that the PIC reviews the applications selectively to keep the workload manageable, while several others describe the review as superficial.

Of those JTPA officials who did not review vocational education applications, about half report that they were not even aware of the requirement or had never been asked to review applications. Illustrative comments on this subject are: "Vocational education has never requested our review";

"state vocational education doesn't want PICs' reviewing plans", "we've never seen any applications"; "we are not aware of any such requirement"; "JTPA review is not required"; and "we didn't review any because it was not mandated by the state." A half-dozen respondents also indicate that, while they were aware of the requirement, they did not take it very seriously because PIC sign-off/approval was not required, only PIC review: "it's just a formality."

STATE VOCATIONAL EDUCATION INITIATIVES: MOST IMPORTANT STATE INITIATIVES RELATE TO JTPA 8 PERCENT SET-ASIDE

Despite the strong state role in funding and administering vocational education, JTPA/vocational education coordination seems primarily a local affair between JTPA and the particular institution(s) that delivers training services, be it a community college, high school or other entity. JTPA, however, includes a special source of funding, reserved at the state level, to encourage coordination of job training services with education agencies. This amounts to eight percent of each state's allocation and is usually referred to as the "8 percent set-aside" because 8 percent of each state's JTPA funding level is designated specifically for education coordination grants. Survey data indicate that the 8 percent monies do help to foster JTPA/vocational education linkages at both the state and local levels by bringing people together to discuss how the money should be spent. About 30 percent of the state JTPA officials interviewed, for example, report that such discussions often required collaboration between the JTPA and vocational educational communities.

As reported by state JTPA staff, JTPA and vocational education occasionally have combined forces at the state level on other types of initiatives including literacy programs, informational workshops, dislocated worker programs, dropout prevention programs, and coordination task forces.

CONCLUDING REMARKS

Ed North and the millions like him are in desperate need of the intensive counseling, assessment, training and job placement assistance that only vocational education and JTPA working together can provide. The resources of both systems must be directed toward providing an integrated and comprehensive range of services that can help Ed North become a success in the job market. JTPA respondents indicate that effectiveness in service delivery could be improved if vocational education programs would adopt a stronger job placement orientation, offer more customized training courses suited for JTPA clients, and, in general, be more flexible in meeting the needs of individuals who do not conform to the traditional profile of the vocational education student. Survey results show, however, that vocational education and JTPA are indeed working together effectively in most communities to offer the many Ed Norths the kind of training and job placement assistance that lays the foundation for more productive employment.

Unfortunately, statistics indicate that the number of school dropouts and adults who are functionally illiterates is growing annually. The already high level of coordination between vocational education and JTPA is one promising sign in the face of the bleak numbers. Yet, millions of near-illiterate youth and adults continue to remain on the periphery of the job market. Clearly, more must be done by JTPA, the schools and vocational education, working independently and together, to meet the skill and educational needs of the growing "underclass" -- people who are threatened with becoming even more alienated from a labor market demanding higher basic skill levels.

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United States Senate
COMMITTEE ON FINANCE
WASHINGTON, DC 20510-6200

July 10, 1989

The Honorable Nancy Kassebaum
Ranking Member, Subcommittee on Education
Senate Committee on Labor and Human Resources
Hart 729
Washington, D.C. 20510

Dear Nancy,

I have enclosed for you a resolution adopted by the Idaho Council on Vocational Education concerning the reauthorization of the Carl D. Perkins Act. It outlines a few provisions that the Council feels should be included in a reauthorization bill.

The House reauthorization bill, H.R. 7, passed so quickly that there was virtually no time for comment, although there were several changes made in the structure of the current system. Consequently, many vocational education organizations have expressed some concern over the new provisions of the bill. The several hearings you have scheduled will be very helpful in this regard.

I request that this resolution be included in the hearing record of June 22 at the appropriate place.

Thank you for your attention to this matter.

Sincerely,

Steve Symms

Steve Symms
United States Senator

SS/lk
Enclosure

RESOLUTION
# of the
Idaho Council on Vocational Education

WHERE AS, the Western States include some of the most and the least populated subdivisions of the United States, and

WHERE AS, the Western States include some of the geographically largest and smallest subdivisions of the United States, and

WHERE AS, the gateway cities of this region include extensive foreign immigration and limited English speaking populations, and

WHERE AS, this region is the most rapidly growing region in the United States, and

WHERE AS, this region includes the largest and smallest school districts in the United States, and

WHERE AS, this region includes extensive, sparsely populated, rural areas, where schools and small, vocational/technical centers are unrealistic, and vocational/technical programs are limited, and

WHERE AS, geographical size and inadequate transportation links in many areas of the regions inhibit greater cooperation between and among neighboring school districts and state and federal programs.

THEREFORE, BE IT RESOLVED that the Idaho Council on Vocational Education encourages the United States Senate to include the following in the bill to reauthorize Carl D. Perkins Vocational Educational Act:

1. An independent autonomous State Council on vocational education be designated in each state and territory to conduct an independent evaluation and to report to the United States Secretaries of Education and Labor, the Governor, and the State Legislature on:

   a) the extent to which the targeted population defend in the act are being served, and

   b) the adequacy and effectiveness of the coordination that takes place between these Federal acts.

2. This Council will be composed primarily of business, industry, labor, and educational advisors.

Thank you very much. That concludes the hearing today.

[Whereupon, at 1:50 p.m., the subcommittee was adjourned.]

REAUTHORIZATION OF THE CARL D. PERKINS VOCATIONAL EDUCATION ACT

THURSDAY, JUNE 29, 1989

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES OF THE
COMMITTEE ON LABOR AND HUMAN RESOURCES
Wichita, KS.

The Subcommittee met, pursuant to notice, at 9:00 a.m., at the Wichita Area Vocational School, Central Vocational Building Auditorium, Wichita, KS, Hon. Nancy L. Kassebaum presiding.

Present: Senator Kassebaum.

Senator KASSEBAUM. The hearing will please come to order. It's a great pleasure to welcome everyone here this morning to participate in the subcommittee hearing on the reauthorization of the Carl D. Perkins Bill. This is a hearing of the Subcommittee on Education, Arts and Humanities of the Labor and Human Resources Committee.

I would first like to thank Mary Hollowell and everybody here at the Wichita Area Vocational-Technical School who have been so helpful in setting this up, and also all of the witnesses who will participate.

I will make a brief opening statement, and I would like my full statement to be made a part of the record.

I think we have a very important opportunity with the reauthorization of the Perkins Legislation. It was reauthorized in 1984. It's a five year authorization. Current funding of the program is $918,000,000. An increase of $38,000,000 has been requested for the 1990 budget. I believe all of us would agree that while monies are important, it's how they're spent that perhaps is even more important.

We must keep in mind that the Federal portion of spending on vocational/technical education is only about eight percent. I think this Federal participation offers us the chance to reinvigorate vocational technical education. It has developed to a point that we recognize the importance of training a skilled labor force today. We have seen industry after industry really worry about the future of our labor force. I think as we study the reauthorization and ways that we can better use the Federal dollars that we can come up with successful initiatives. In particular, we must look for ways to coordinate and develop a partnership among the different programs as well as between the different areas of business and education and government.

It is for this reason that we're holding a number of hearings not only in Washington, but also around the country, to focus on these initiatives.

I want to explain the format of the hearing. Each witness will make a five-minute presentation. I know it's very difficult to condense testimony to five minutes, but it will help us if we can do that and then go to questions. I will have some questions. We will go down this side of the table first, and I will then begin questions. Hopefully, everybody will participate in the questions. I think it's out of this kind of dialogue and discussion that we can develop some thoughtful areas of comment.

Then, time permitting, we'll take a brief break and start down this side and repeat the process. The hearing will close at 12:00.

I would like to note that there are many who have been very interested in this hearing, some from out of state. I particularly want to welcome those from Oklahoma who are here. They have submitted testimony which will be made a part of the hearing record, as will other written testimony submitted for the record. I am only sorry that we can't have everyone participate who has asked, including many from other states. It is a great pleasure to welcome those of you who are serving on the panel today.

[The prepared opening statement of Senator Kassebaum follows:]

PREPARED OPENING STATEMENT OF SENATOR KASSEBAUM

I would like to welcome everyone to this morning's hearing of the Senate Subcommittee on Education, Arts, and Humanities regarding reauthorization of the Carl D. Perkins Vocational Education Act.

If we are to meet the needs of the modern work place, strong vocational and technical programs are a must. I am a strong supporter of vocational education, which I see as a real key to future growth and productivity.

This hearing is one of a series of hearings the subcommittee is holding in preparation for the development of legislation to continue and modify programs supported by the Perkins Act. Federal funds account for about eight percent of overall spending for vocational education.

Like other types of Federal support for education, assistance for vocational education is tied to specific national goals. The two major Federal goals in vocational education have been program improvement and access.

Program improvement efforts focus on assisting the development of quality programs, in recognition of the fact that our national productivity relies on a well-trained skilled work force. Access refers to efforts to make programs available to individuals with special needs who have often been overlooked or actively discouraged from receiving vocational training. These special populations include groups such as the disadvantaged, the handicapped, and single parents.

Congress last reviewed Federal vocational education policies in 1984. It is the purpose of this hearing to examine the operation of program changes made by the 1984 Act to see what works and what doesn't. In developing a reauthorization bill, the subcommittee will attempt to address a variety of issues which have been raised with respect to vocational education.

First, we will be examining whether or not the current structure of Federal assistance is meeting program improvement and access goals. Federal guidelines must be flexible enough to allow innovation while being specific enough to assure that Federal purposes are being served. We need to strike an appropriate balance.

Second, we will be exploring ways in which to increase the accountability of vocational programs and to assure that students leave these programs with both strong job skills and a solid academic foundation. Jobs are changing rapidly, and it is essential that our workers have the ability to adapt to new technologies. As just one example, the computer has revolutionized jobs from auto mechanics to secretarial work.

Third, we will be looking for ways to improve transitions both among institutions offering vocational training and between training programs and the work place.

Students need to have a course of instruction which fully prepares them for the jobs which are in demand.

Finally, at a time when governments at all levels are facing tight budgets, we must seek better coordination among the various education and training programs we have in place.

The witnesses who will testify today represent a broad spectrum of individuals and institutions involved with vocational education. They include representatives of all levels of government, secondary and post-secondary institutions, teachers, students, and the business community. I am pleased they have agreed to share their ideas and suggestions, and I look forward to hearing their testimony.

Before I ask Dr. Wright to begin, I want to explain briefly the format of the hearing. After the first six witnesses have given their presentations, I will open the questioning. Then, I would like to encourage an exchange of questions among us. All the witnesses should feel free to participate in this exchange.

Time permitting, we will then take a short break. After the break, we will repeat the process with the remaining five witnesses. The hearing will end at noon, and I hope there will be an opportunity shortly before we adjourn to entertain a few questions from the audience.

I ask the witnesses to limit their formal presentations to five minutes each so there will be ample time for questions and discussion. Your complete written testimony will be made a part of the formal hearing record.

Senator **Kassebaum**. First, I want to welcome Dr. Kay Wright, Acting Assistant Secretary, Office of Adult and Vocational Education, in the Department of Education. I think that I will just go on and introduce the panel and then come back to you Dr. Wright.

Mr. Ferman Marsh, Assistant Commissioner, Community Colleges and Vocational Education, Kansas Department of Education.

Mr. L.D. Curran, Superintendent, Labette County Unified School District No. 506 from Altamont, KS.

Dr. Gary Jarmer, Dean of Occupational Education, Garden City Community College, Garden City, KS.

Dr. Rosemary Kirby, Incoming Director, The Wichita Area Vocational-Technical School.

Mr. Richard Rogenmoser, Senior Vice President, Martin Tractor Company, Topeka, KS.

It's a pleasure to welcome you. I will introduce this other side of the panel in a few moments.

Senator **Kassebaum**. Dr. Wright.

STATEMENT OF DR. KAY WRIGHT, ACTING ASSISTANT SECRETARY, OFFICE OF ADULT AND VOCATIONAL EDUCATION, DEPARTMENT OF EDUCATION

Dr. **Wright**. Senator Kassebaum, thank you for inviting me here today to testify on behalf of the Administration on the reauthorization of the Carl D. Perkins Vocational Educational Act.

We believe that the reauthorization is one of the critical issues facing the 101st Congress. The Department of Education believes that this is an area of the highest priority because of the importance of vocational education to the rejuvenation of American Education to the educational aspirations of the poor, the disabled and other "at-risk" populations; and to the future competitiveness of American industry. Let me add that Secretary Cavazos is a strong supporter of vocational education programs and believes that we should do all that we can to assist them.

The Secretary emphasized his support in his meeting two weeks ago with the National Association of State Directors of Vocational Education when he told them that a vital, progressive vocational education sector is crucial to the future of our Nation. Tomorrow's challenges will be even greater than today's. The pace of technology is rendering products, procedures, and processes obsolete in a matter of a few years after their development. This means that skills must be constantly upgraded and refined. Vocational education offers the base to develop many of these skills, and that base must be stronger and more efficient than it has ever been before.

The Department submitted the "Vocational Education Excellence Act of 1989," our reauthorization proposal, to Congress on April 10. I would like to thank you, Senator Kassebaum and also Chairman Pell, for introducing this bill as S. 1133, and I hope other members of the Senate will join as cosponsors, for I believe that this bill addresses the current and future needs of vocational education. Let me take a few minutes to discuss our proposal.

We believe that the Vocational Education Excellence Act would maintain the current Federal role in vocational education, with its emphasis on educational equity and program improvement, but we would like to see significant improvements to the Perkins Act to make it more likely that important Federal objectives are met. Accordingly, our bill would revise the current Act in the following major areas.

First, accountability for results. We believe that states should hold local programs accountable for program quality and student achievement. Toward this end S. 1133 would require States to develop performance standards related to students improvement in basic skills, their acquisition of occupational competencies, their success in the labor market and any other areas the States determine are appropriate.

States would also be required to apply their performance standards in measuring the quality of vocational training programs funded under the Perkins Act and in determining which programs receive continued funding.

This requirement would be a major improvement over current law, which requires States to develop measures of program effectiveness, but gives little guidance on the kinds of measures States should develop or how—if at all—those measures are to be applied.

A concern with program accountability also permeates other sections of our bill S. 1133. The bill would restructure State planning requirements to link the State's assessments of program capabilities and its program objectives more closely to its decisions on activities to be undertaken with Federal funds.

And at the Federal level the department would now be required to determine if State plans give reasonable promise of meeting the objectives of the Act before approving the expenditure of funds.

A second major theme of the bill is *program simplification and flexibility.* Current law includes multiple set-asides, "hold-harmless" requirements, and categorical authorizations. We believe that these constraints impede the ability of State and local administrators to fashion and support activities responsive to State and local needs. Quite simply, the mix of activities needing Federal support in one State or one location will not always be the same as the activities appropriate for support in other communities.

For this reason S. 1133 would eliminate most of the funding set-asides and categorical programs in current law, including the individual set-asides for "special needs" populations under Title II–A, the Vocational Education Opportunities Program. The bill would retain the requirement that 57 percent of Basic Grant funds be allocated to programs and activities for these special populations. However, in place of the individual set-asides, we propose that each State, in its State plan, thoroughly assess the needs of each of the special population groups, determine the extent to which Federal funds should be used to serve each group and ensure that funds are targeted according to the relative severity of needs. We believe that the needs of the special populations are more likely to be met through a thorough and open planning process than through the operation of rigid and inflexible set-asides.

Other changes made by the bill that will result in a more flexible, but also more effective program include: (1) Elimination of the within-State allocation formulas for funds used to serve the handicapped and disadvantaged, since these formulas have resulted in the allocation of very small grants to most eligible recipients.

I might add here that Kansas has had some difficulties with this particular allocation formula.

S. 1133 would instead require each State to document, in its plan, how it will allocate funds to local recipients in a manner that will ensure that individuals most in need are served.

(2) Elimination of the "excess cost" requirement, thus making it easier for poorer recipients to provide services to the handicapped and disadvantaged; and (3) elimination of the special formula grant programs under Title III. Under S. 1133 each State can use its Basic Grant funds to support any or all of the activities currently authorized under Title III.

A third major theme of S. 1133 is *program improvement.* The bill would consolidate the 26 activities currently authorized under Title II–B, the vocational education improvement authority, into three broad activities—(1) professional development of teachers, counselors, and administrators, (2) acquisition of instructional equipment and materials needed for program improvement or expansion, and (3) curriculum development, dissemination, and field-testing, all activities closely linked to improvement of programs. This should ensure that Federal funds are used, as intended, for improvement, expansion, and program innovation rather than maintenance of ongoing programs.

Further the bill would replace the current Title IV, National Programs, which is a complex mix of mandated and other activities, with a simpler, more flexible authority for research, demonstrations, and data systems, and a simplified Bilingual Vocational Training program. This change would permit National Program funds to be directed each year at emerging needs and priorities; the structure of the current Title IV is clearly inadequate for that purpose.

A final major purpose of S. 1133 is to ensure that Perkins Act funds are directly linked to local and State economic development efforts. We propose requiring States to put into place a process to ensure that any funds expended by local recipients for occupationally specific training programs will be used only to train students for occupations in which job openings are projected and are not likely to be filled without the establishment or continuation of public vocational education programs. This new requirement would ensure that Perkins Act funds are not used for outmoded or duplicative programs. We propose shifting from the State legislature to the Governor the authority to review the State plans to ensure that vocational education programs are coordinated with the overall economic, educational, and job training strategy of the State. Finally, S. 1133 includes a number of provisions to facilitate closer coordination between vocational education and Job Training Partnership Act programs.

On behalf of Secretary Cavazos, I thank you, Senator Kassebaum, for introducing our bill, and for the willingness you and your staff have displayed to work with us in this important area.

I would like to briefly discuss for a moment some of the things that are going in Kansas with the Federal dollars, and give you a few kudos for some of your accomplishments in Kansas. Many of the things that are going on in Kansas are ideas that are reflected in the administration's proposal for the reauthorization.

Some of your accomplishments include implementing applied science and physics courses for postsecondary vocational training. Enabling local education agencies to design plans based on local labor market need. Improving, expanding and extending career guidance programs. Providing adult short-term training and retraining to meet the needs of labor and industry.

In Fiscal Year 1989, Kansas is receiving an allocation of $8,054,299 which, if past trends hold true, it will use to provide vocational training services for over 190,000 persons.

We believe the State has made good use of it Perkins Act monies by producing a number of innovative programs to serve diverse populations.

For example, here in Wichita, the Wichita Aviation Center has a twenty-one month "Aviation Maintenance Technicians Program" for high school seniors and adults. Successful completion of this program that is approved the FAA, Federal Aviation Administration, enables its graduates to take the FAA certification tests.

The program is made available to high school seniors who take three hours of class in the morning or afternoon, which constitutes the first phase of the program. Upon graduation from high school, up to 52 hours of credit are accepted by the Butler County Community College when the program is completed.

For those students who choose to go directly into the workplace, placement is nearly 100 percent.

Although the curriculum is dictated by strict FAA criteria, the program is guided by an advisory committee that measures the success of its graduates in the workplace and recommends how the instruction can be improved.

This program represent much of what we are trying to accomplish in the reauthorization of the Perkins Act. The success of the graduates is a result of a close working relationship between private employers and public educators.

The program also includes successful coordination between secondary and postsecondary programs and offers economic opportunities for both high school students and adults.

Again, we believe that the improvements that we are proposing in Senate Bill 1133 will help make real the promise that vocational training holds in meeting the ever increasing demands of a rapidly changing workplace.

Thank you.

Senator **Kassebaum**. Thank you very much, Dr. Wright.

Mr. Marsh.

STATEMENT OF FERMAN MARSH, ASSISTANT COMMISSIONER, COMMUNITY COLLEGES AND VOCATIONAL EDUCATION, KANSAS DEPARTMENT OF EDUCATION

Mr. **Marsh**. Thank you Senator. We appreciate the opportunity to be here.

On behalf of the State Board of Education and the Commissioner, we would like to share with you some of the ideas that we have gathered from both our staff and the field regarding the reauthorization of Perkins. First of all we would like to tell you that we think Perkins has worked in the last five years and has made a major difference in vocational education delivery services in Kansas.

Dr. Wright explained to you some of the innovative programs that we have started and the locals are now buying out on and continuing due to the success of the program. In reviewing the administration's bill we find that we are in agreement with a great deal of the concepts within that bill.

Some of those more specifically that I would like to address is first of all the set-asides. We certainly assume the responsibility for dealing with the people eligible for these types of funds, they certainly are in need of training and we feel that we are capable of delivering that necessary training. We do feel, however, that we need more flexibility because there is a difference in Kansas and other states in the union. Through a needs assessment program, which will address many of the concepts that Dr. Wright brought out, we feel not only is that needed at the local level, it's needed at the state level. It needs to be annually updated and we need to make sure that we know the direction we're going so that we can properly focus funds available to us. I've been asked on many occasions what role does the Federal government play in the delivery of vocational services, what should they play? And in my opinion, the Perkins is one of the best example of my idea of what the Federal government should play, and that's an incentive program to ask people to couple their own monies with that made available by the Federal government to improve and to put programs on line that we would not have without those incentive funds.

We feel that that's the catalyst that really has allowed us to work with new and innovative programs. On the set-asides we too would ask for more flexibility in the fact that we would even consider if the grant could be divided 50/50, where we were authorizing 50 percent for specified populations and 50 percent for program improvement. The reason for that is we work with the State Legislature, we go to one side and we look and hear concerns regarding the underemployed, the unemployed, then we go to economic development groups within the government and we find people wanting cutting edge workforce, and both of those demands are in the field.

We feel that they're equally important, and for us to be able to meet both of those demands we feel that we must be able to address the problems that exist in Kansas, and would ask for that type of consideration. We feel also that there is tremendous need for coordination. There are many, many agencies attempting to offer training and retraining in Kansas, and it's so important that we know what each other's doing and that we do not overlap or duplicate unnecessarily and that we know the needs assessment of all these, if it could be the same, I believe we could do a much better job in offering the training that we have available to us.

There's one other program in Kansas that I would like to make the Senator aware of, and that is our KIT program, which is legislation passed by the Kansas Legislature two years ago. Kit means Kansas Industrial Training Act, and it's coordination between JTPA, Carl Perkins, and the State of Kansas, where this next year over three million dollars will be made available for immediate training and retraining to create new jobs in Kansas' business and industry.

This is an example of cooperation and it is one that is working well. We would like to see that continued and we would like to continue to have business and industry come to us for a concerted effort to combine training needs.

I would say in conclusion, the Perkins program works and it works well. We feel that it has some fine tuning concepts that we would like to see considered. We do appreciate the efforts made by the Federal government. We do feel that accountability is the single most important thing that we can do and we're prepared to do that if we can have access to the funds to address the specific needs of Kansas.

Senator **Kassebaum**. Thank you, Mr. Marsh.

[The prepared statement of Mr. Marsh (with an attachment) follows:]

Kansas State Department of Education
Kansas State Education Building
120 East 10th Street Topeka, Kansas 66612-1103

KANSAS DEPARTMENT OF EDUCATION
STATEMENT OF
FERMAN P. MARSH
ASSISTANT COMMISSIONER OF COMMUNITY COLLEGES
AND VOCATIONAL EDUCATION

BEFORE THE

SENATE SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES

WICHITA, KANSAS

JUNE 29, 1989

SENATOR KASSEBAUM AND OTHER DISTINGUISHED GUESTS:

I am Ferman P. Marsh, Assistant Commissioner of Community Colleges and Vocational Education of the Kansas State Department of Education. I am pleased to be here today to testify on the reauthorization of the Carl D. Perkins Vocational Education Act.

The Perkins Act reauthorization is the single most important education issue facing the 101st Congress. The Kansas State Department of Education has a major interest in continuing the progress that has been realized through this funding. We in Kansas know that education must be delivered in a different manner than in the past; that continued emphasis on rejuvenation of American education is a necessary component of making our citizens more competitive. We realize the importance of reaching the "at risk" student and adult population including the disadvantaged, handicapped, limited English proficient people and other groups with special needs. The education, training, and retraining of these groups of people is imperative in achieving a world class work force.

As President Bush emphasized to the students at Garfield High School in Los Angeles, California, "You don't have to go to college to be a success." Over one-half of American youth do not go to college. Millions of Americans need training and retraining throughout their lives. As *U.S. News and World Report's* June 26, 1989 issue states, the nation will need millions of entry level workers by 1990. Many jobs are ". . . going begging because there aren't enough young American Workers to fill the jobs. In 1987, up to one-third of the nation's hospitals had to limit elective surgery temporarily or close emergency rooms and intensive-care-unit beds because nurses were scarce. Even the Army failed to meet its manpower-recruiting quotas last year. . ." Further, ". . . the business-affiliated Committee for Economic Development estimates that there may be a shortfall of over 23 million American workers in the early 1990s." Former Secretary of Labor Ann McLaughlin warns that ". . . the nation's looming skills gap could well block attempts during the next decade to raise sluggish U.S. productivity. . ." Clearly, the United States MUST provide occupational/technical training to millions of Americans in the 1990s.

The Carl D. Perkins Vocational Education Act should support programs that prepare Americans for productive employment by providing and upgrading their academic and occupational skills. World-wide competition, a rapidly changing and more highly technical economy requires a continual reexamination of the skill needs of our work force. Perkins Act funds must be concentrated to enable targeted change related to employment needs for a diverse economy. These funds should also assure access to programs for those individuals most in need of education, training, and retraining.

The Act should be amended to require states to address identified needs with emphasis on program quality, access, and accountability, while assuring that current support services are continued for the special populations served through the Act. The proportion of federal resources each state allocates to vocational programs should be based on and justified by a needs assessment.

Strong state leadership will continue to promote a coordinated statewide effort to accomplish goals which have already been established and which are reviewed and updated continually in accordance with our rapidly changing labor force needs. The State will continue to adjust priorities designed to accomplish the following mission of vocational education:

1. To prepare the work force of the future;

2. To prepare those who are currently out of the work force--the underemployed and unemployed; and

3. To upgrade the skills of those who are currently employed.

Kansas has used Perkins funds to begin a statewide effort to encourage competency-based curricula. The new Kansas Competency-Based Curriculum Center located at Washburn University develops occupational specific competency-based programs for community colleges, area vocational technical schools, and high school vocational programs. This center provides a resource for local educators. Competency-based education has been demonstrated to be a more efficient and effective method of teaching occupational/technical programs. Two of our most effective competency-based programs are located at Dodge City Community College and Liberal Area Vocational Technical School. The State of Kansas encourages all vocational programs to move toward competency based instruction utilizing Perkins funds. During the 1987-88 school year, Kansas developed 46 competency-based occupational specific profiles. This year (1988-1989) thirty more profiles and three curriculum guides were developed. The curriculum center distributed 2,634 profiles to teachers during 1988. Without state guidance, this center would not have been established and the competency-based curriculum would not have been developed. The Kansas State Department of Education will continue to emphasize the necessity for competency-based instruction and encourage schools to adopt this philosophy.

State guidance and leadership have encouraged the incorporation of technology throughout all vocational programs. Rapid changes in the application of science and computers have created a technical revolution that has significantly altered the way we live and work. To adequately prepare our work force to function successfully during this revolution, the new basics must be addressed.

Our work force must have an understanding of concepts and principles that govern technology. Skills training in a narrow specialty that has been typical of vocational education in recent years is no longer adequate. Our training needs to focus on the practical principles of physical science. In Kansas, the teaching of Principles of Technology and Explorations in Technology addresses these complex problems.

Principles of Technology was instituted in 1987 at sixteen sites and has expanded to 46 school districts which are listed on Attachment A. A model program may be observed at Hutchinson High School. Explorations in Technology instituted in 1987 at Pittsburg Middle School has grown to eleven schools which are listed on Attachment B. Model programs can be seen at both Pittsburg Middle School and Hesston Middle School. Both technology programs will expand in the future with the encouragement of the Kansas State Department of Education.

Communications skills are essential in today's work force. Business leaders state that the communications skills of today's students are inadequate. To address this need, we are currently teaching Applied Communications at nine sites in Kansas; two area vocational technical schools, three community colleges, and four USDs. A model can be seen at Fort Scott Community College. The Applied Communications curriculum is a comprehensive set of learning materials which teaches communication, language arts, and English skills as they apply in the work place. This curriculum allows secondary and postsecondary students to transfer improved reading, writing, listening, speaking, problem-solving, visual and non-verbal skills to their occupations and personal lives.

Our work force must have improved and job related math skills. Applied Math addresses these needs and focuses on arithmetic operations, problem-solving techniques, estimation, and measurement skills, geometry, data handling, simple statistics, and the use of algebraic formulas to solve problems. The emphasis is upon the ability to understand and apply functional mathematics to solve problems in the work place. The Applied Math courses are currently being piloted at six sites which are listed on Attachment C. We will continue to encourage this approach.

Education must establish a strong partnership with business and industry in order to meet the education and training needs of our work force. Examples of our efforts include:

The Kansas Department of Education and the Kansas Department of Commerce have combined efforts to implement the Kansas Industrial Training Act (KIT). The combination of state funds and Carl Perkins funds have resulted in the availability of over three million dollars to Kansas business and industry. These funds, which are often matched by industry, are targeted for the training and retraining of new and existing workers in new jobs. During 1988-1989, 45 companies and 6,639 employees were trained. Eighty-three percent of the companies responded that the KIT program was "important" or "very important" in the decision to expand or start their business. One company official stated that "Employees graduating from the training have stated that they have experienced self-worth, seeing themselves as important to the success of the operation."

Another jointly funded effort between the Kansas State Department of Education and the Kansas Department of Commerce is the commissioning of a study by the Institute of Public Policy and Business Research at the University of Kansas to assess our ability to meet training and retraining needs of Kansas business and industry. The results of this study should be available by October 1, 1989.

Project HIRE (Help Industry Recruit Employees) is a computerized networking program which assists business and industry in recruiting workers from Johnson County Community College, Kansas City Area Vocational Technical School, and Kansas City Community College. Employers submit needs and participating institutions refer eligible students. This network is updated daily.

Senator Kassebaum, as you can see, Perkins funding has had a definite impact on restructuring vocational education in Kansas. These funds will be essential if we are to continue to improve our vocational training and retraining for all citizens of Kansas.

Our progress to date has been focused and directed through the leadership provided at the state level. It is essential that this leadership be allowed to continue. Flexibility within the act is necessary in order to focus on the unique needs of Kansas citizens.

Senator Kassebaum, thank you for allowing me the opportunity to present the views of educational leaders in Kansas. We appreciate the fact that you have taken the time and effort to come to Wichita to allow us this opportunity.

Attachment A

PRINCIPLES OF TECHNOLOGY

USD No.	School
206	Remington-Whitewater
210	Hugoton
232	DeSoto
248	Girard
250	Pittsburg
257	Iola
259	Wichita
282	West Elk (Howard)
304	Bazine
308	Hutchinson
322	Onaga
358	Oxford
361	Chaparral (Anthony-Harper)
362	Prairie View (LaCygne)
368	Paola
379	Clay Center
380	Vermillion (Frankfort)
382	Pratt
383	Manhattan
395	LaCrosse
402	Augusta
403	Otis-Bison (Albert)
405	Lyon
406	Wathena
418	McPherson
423	Moundridge
426	Pike Valley (Scandia)
432	Victoria
442	Nemaha Valley (Seneca)
443	Dodge City
443	Dodge City-SW KS AVTS
444	Little River
447	Cherryvale
448	Inman
449	Easton
451	B & B (Baileyville)
453	Leavenworth
457	Garden City
473	Chapman
481	White City
486	Axtell-Bern
489	Hays
492	Flint Hills (Rosalia)
493	Columbus
497	Lawrence
512	Shawnee Mission

EXPLORATIONS OF TECHNOLOGY

USD No.	School
232	DeSoto
253	Emporia
259	Wichita
331	Kingman
341	Oskaloosa
382	Pratt
402	Augusta
442	Seneca
453	Leavenworth
460	Hesston
464	Tonganoxie

APPLIED MATHEMATICS

Chapman High School
Chapman, Kansas

Oskaloosa High School
Oskaloosa, Kansas

Prairie View High School
Route 2
LaCygne, Kansas

Lyons High School
Lyons, Kansas

Wathena High School
806 Jesse
Wathena, Kansas

Derby Alternative High School
801 East Madison
Derby, Kansas

Mr. Curran.

STATEMENT OF L.D. CURRAN, SUPERINTENDANT OF SCHOOLS, LABETTE COUNTY UNIFIED SCHOOL DISTRICT NO. 506, ALTAMONT, KS

Mr. CURRAN. Thank you Senator, I appreciate the opportunity to be here, and certainly want to thank you for your interest in education and support of education, and in particular vocational education.

If I may, I would like to state my credentials a little bit of where I'm coming from this morning, because I'm coming from the secondary level on vocational education, which I think is very important, and my remarks will be relative to primary and to the secondary level. I think that my thoughts, these are my thoughts, but I think they represent the superintendents in southeast Kansas and our area.

We have an educational consortium in southeast Kansas that works to utilize the disadvantaged and handicapped funds together. Well, it's in these consortium meeting that we exchange our views, and I bring some of those ideas this morning.

Our particular school district is a rural school district covering 500 square miles in southeast Kansas. We have 1680 students, we have K through 8 settings with one high school with 585 students. We are a comprehensive high school. We have twelve areas of vocational education program, it has been approved by the state department for many years, and in addition we have a strong academic program and a fine arts program. We offer 122 units of credit.

There's about 55 or 65 percent of our students that go to college. The balance of our students go right out of our high school into the work the workforce, we think those students, in particular, vocational education is important to them. The high school has a long tradition of vocational education. We had the first auto mechanics program, for example, in the State of Kansas in 1918. We've had vocational programing since the early 1900's.

An interesting side light, in the teens, the 1900's, the first lathe for a machine shop we brought in at night on the black fire because the community thought like that the purchase of a lathe was a waste of money for that area. But that's the background that I think is important in what I'm going to say.

Roughly 400 or our 585 students are taking some vocational programs. That does not mean that there's 400 of them majoring in vocational education. That does mean, though, that we have that many students in our hands on program taking a program to help them throughout life as well as into work skills and into the work market.

Some of those students utilize those vocational skills to go right on to college and work their way through college and support themselves in college. Our drop out rate runs somewhere between four and a half and five and a half percent. We attribute the relatively low drop out rate to the fact that we have a large number of vocational programs and we have a large offering of opportunities for intermedial students within a comprehensive high school.

The current Carl Perkins Law has been a valued resource to our district and provided the opportunity to us to upgrade the current technology of the twelve programs that we have in our school district. Primarily as a result of the Carl Perkins funds the programs in our high school today have state of the art equipment and they've allowed students to learn on that equipment that they will have on the job site. This has been a great improvement because up through the last five or six or seven years we've had surplus property, world war two type of equipment to work on.

This has provided the opportunity for our school to do this. As has already been spoke to by one of the previous speakers, the Carl Perkins program focused the local attention on local programs, and provided the incentive for the local programs to maximize, to get this upgrading in this technical equipment, and we think it is a very valuable tool. Certainly we asked your committee and congress to continue this program. We think with the current nation concern, as well as state concerns on the at-risk student, the current need for economic development in Kansas and across the nation and that the need for better training in our workforce, we need that kind of support from our secondary school as well in our post high schools.

There are several suggestions that I have, some of these are already spoken to. As each school district has different needs, each state has different needs, and certainly each state has the expertise to determine what those needs are and the priority of those needs. So I would also support the basic draft structure in S. 1133 that would the flexibility for the states and local districts to make some kind of determination of need.

I would like to see a shift of some additional, from 50 to 55 percent perhaps in the improvement program also. These are the areas that we think are valuable. One of the things that we have found is that we—this also helps through other groups of people. When you have an improvement program it doesn't only just help those that are not in the categorical age areas out here. They are also helped, and we think that local districts and states have the capability that they can have the flexibility to do that.

I support the S. 1133 use of the designated funds. Again I would like to, as I say, I would like to see that increased to that point. It's not easy to take away, and I don't—and I understand taking away from the set-asides because there are people that I have visited with in our district that thinks that the set-asides are important for those particular categories, and they are. However, as I said, we meet those needs through the improvement program also.

We need to develop a complete coordinated program for a cross section of the entire vocational student population in the district and in the state and at all levels of education. That's been spoken to and that's something that is being worked on in our part of the state. I attended a meeting just this last Thursday of the Community Colleges in Pittsburgh State looking a the two plus two program. Those types of things need to be fostered, they need to be supported, and those we need to do for the training of youth in this state.

I particularly support the professional development and the improvement of vocational instructors and counselors and administrators and curriculum improvement. Just as today's worker must retrain and retool, then it's the responsibility of those instructors to retrain to retool periodically because they have to keep up with the technology going outside of the school district. If we do no provide the assistance to them through school districts and through fundings, they cannot and will not do it on their own, and I think it's important that we support that.

I would recommend one other category in the use of funds that has been eliminated. That category would be to allow to use these funds for maintenance of the state-of-the-art equipment that has been purchased under Carl Perkins. Now, I'm not asking for maintenance funds, so you can understand what I'm saying, that equipment, the state of our equipment that we've purchased in our program and we're using, we need some assistance on maintaining that equipment.

For example, the Compugraphic equipment that we set in at $35,000 five or six or seven years ago, the maintenance agreement on that may run $3,900 or $4,000 a year. We need some assistance to use, or some help to use those funds to maintain the equipment. I would not object to some kind of a limitation on that, but we need some assistance in that area.

We're finding that the maintenance of this equipment is growing and growing as we improve our programs in the 12 areas. My opinion that the H.R. 7 proposes to delete the various councils in the State of Kansas, and I don't know where this stands with the rest of this group because I have not discussed it with them, but I think a super council is advised. I think that it is large enough that it will—that it will be bulky difficult work and I don't think a super council is what we're looking at.

I agree we want broad base across the area input, and we want everyone involved, but if we tie everything to one super council I'm afraid that some of our small school districts in some of the areas in our school district are going to get lost, and that concerns me.

In closing, I think the current Carl Perkins legislation has worked very well, and I think that the students in our district in southeast Kansas are better off because of it. I have suggested some minor changes I've gone through here. I would encourage the continuation of the authorization of funds, but I hope that the committee would refrain from any major shifts in the approach of the current law.

I'm not very well versed in Federal legislation, and I'm not very well versed at this kind of a presentation, and I appreciate the opportunity to do this. This is the first time I've had this opportunity. But I do think I'm versed in vocational education, and I think vocational education is doing a good job. I think you have an example of it right beside you here.

[The prepared statement of Mr. Curran follows:]

PREPARED STATEMENT OF L. D. CURRAN

I am L. D. Curran, Superintendent of Schools of Labette County Unified School District 506.

I would like to thank you for the opportunity to make this presentation. We certainly appreciate your interest and support of education, and in particular your support of vocational education.

Certainly, your willingness to take time from your busy schedule to be here this morning is greatly appreciated.

My remarks this morning will be primarily related to the vocational program in our school district, however, I believe that my thoughts and views will be representative of superintendents of U.S.D.'s in our area.

We have an educational consortium in our area that cooperatively utilizes Disadvantaged and Handicapped funds. It is at these meetings that we share ideas and concerns.

Our school district is a rural school district in Southeast Kansas. Our district consists of 500 square miles, with a student population of about 1680. We have five K-8 elementary schools and one 9-12 secondary school.

We are a comprehensive high school which consists of 12 state-approved vocational programs in addition to a strong academic and fine arts program. We offer 122 units of work in our curriculum.

About 55% - 65% of our graduates go to college. The balance enter the job market out of high school.

Our high school has a long history of vocational education. We have had vocational programs since the early 1900's. We had the first auto mechanics program in the state of Kansas in 1918.

This past year, there were roughly 400 of our 585 high school students enrolled in some vocational course.

Not all of these students were "majoring" in a vocational program, but many students who go on to college desire to acquire a "hands on program" to assist them as an adult to maintain a household and homestead.

Some students who go on to college utilize vocational skills to work their way through college.

The dropout rate in our high school runs from 4.5% - 5.5%. We attribute the relatively low dropout rate in part to the fact that we have a large number of vocational programs that are available to meet individual student needs.

The current Carl Perkins law has been a valuable resource to our district in that it has provided the opportunity for funds to upgrade our programs with current technology.

Primarily as a result of Carl Perkins funds, programs today in our district have "state of the art" equipment that allow students to learn on equipment which is equal to the equipment on the job site.

Carl Perkins funds have focused attention on the improvement of local programs.

Certainly, we ask that Congress continue this program. With the current emphasis on the "at-risk" student, the current need for economic development in Kansas, and the need to have a better trained work force in this nation, we need this support.

There are some suggestions that I believe would be helpful.

1. As each school district has different needs, each state has different needs, and certainly, each state has the expertise to determine a priority of those needs, therefore, I would support the basic state grant structure outlined in H.R. 2329 and S. 1133.

   I believe that if 50% - 55% of the basic grant is set aside for the specific populations and programs listed, that the state can and will meet the needs of each of these populations better without being bound by a given percentage for each group.

2. Likewise, I support H.R. 2329 and S. 1133 in the use of designated funds for program improvement.

   I would, however, recommend as much as 50% instead of 43% in this area.

   This is not to take away from the set aside, as these categories in the set aside are quite important. However, we have found that program improvement also helps the "set aside groups."

   We need to develop a complete coordinated program for a cross section of the entire vocational student population in the district and the state, rather than segmenting this population.

   I particularly support the professional development and improvement of vocational teachers, counselors, and administrators, and curriculum improvement.

   Just as today's worker must "retrain" and "retool", those responsible for instructing need to retrain periodically to keep up with current technology.

   I would recommend the addition of another category in the area of "use of funds."

That category would be to allow funds to also be used for the maintenance of "state of the art" equipment that has been purchased under the Carl Perkins program.

We are finding that maintenance agreements and upkeep of this equipment is becoming a major need, particularly when you have 12 vocational programs.

3. It is my opinion that the H.R. 7 proposal to delete various state councils identified in the bills, and create one "super council" would be ill-advised.

   I believe such a super council would be so large that their effectiveness would be diminished. It is my opinion that the current law has worked quite well.

   I support the language in the current act, or perhaps the proposal language in H.R. 2329 - S. 1133 relative to state councils.

In closing, I believe that the current Carl Perkins legislation has worked quite well, and that the students in our school are better off because of it.

I have suggested some minor changes. I would encourage you to continue the authorization of funds, but to refrain from major shifts in the approach of the current law.

I hope that what I have brought to you this morning is helpful.

I am not very well versed on the details of federal legislation, however, I do believe I am well versed on vocational education in our district and would be pleased to try to answer any questions that you may have.

I thank you for this opportunity.

Senator **Kassebaum**. Thank you very much, Mr. Curran. Dr. Jarmer.

STATEMENT OF DR. GARY JARMER, DEAN, OCCUPATIONAL EDUCATION, GARDEN CITY COMMUNITY COLLEGE, GARDEN CITY, KS

Dr. **Jarmer**. Good morning, my name is Gary Jarmer and I serve as Dean of Occupational Education at Garden City Community College. I'm honored to be here this morning.

Senator Kassebaum, I especially want to thank you for taking the time to arrange this hearing, and would ask you to distill very carefully the information you gather while considering reauthorization of Carl Perkins funding. This legislation is very important. We need to be correct, on target and focused. If changes are necessary, we must have the courage to make those changes, and where current activity is fruitful, let's call it good. One fact is clear, actions taken by you and your colleagues as you consider this reauthorization will be very important to America in general and Kansas specifically. We must provide opportunities so that all people are given multiple choices and chances to lead productive and happy lives that contribute both to their own worth and group need as we've build our communities.

As you know the community college is a uniquely American provider of educational services. We are sometimes referred to as the people's college. For many we are the direct stepping stone into the work world. For others we offer the chance to become retrained and to upgrade skills while still maintaining a job and continuing to provide for their families. And yes, we do enroll students who have expressed a desire to complete their first two years of college work and to transfer to a baccalaureate degree granting school.

I don't apologize for being a very diverse organization, and we do take seriously the fact that we are responsible to a wide variety of student learners. Because of this diversity of students, and their many and varied needs, the community college is in a unique position to contribute to the education of our nation's people. Certainly the Community College is positioned very correctly and maintains an educational system with a unique capability to deliver occupational education at the postsecondary level.

Like every other part of the world, we are a nation that will soon enter the 21st Century. As a nation and as a state we are beginning to recognize that we must compete in a world economy. To be successful, we will either learn how to create a competitive workforce or we are probably destined to spend the better part of the next century being second in a world economy where others do a better job of education and economic development. It's not good to simply want our citizens to be well educated and our economy to improve, we must make it happen.

I would offer the following specific suggestions:

First, a simplification of identification and reporting procedures, I think, is always in order.

Second, the State Department of Education should be entitled to control some of the funding, however, let's extend the pipe to allow a good portion of the funding to get to the local level where people can benefit.

Third, I want to emphasis that as a nation who still has approximately 50 percent of its secondary school age people failing to graduate from high school, we need to become more realistic about what we do to prepare people for that certain world economy we will soon be dependent upon. A technical society, I think, is eminent and a technically prepared people is essential.

Fourth, I believe that our educational systems must help people, all people, whether they are urban or rural, wealthy or poor, disadvantaged or handicapped to become prepared to work together, to think critically and to adapt to change.

Fifth, we must develop occupational education in such a way that people are given the opportunity to learn that mathematics and science courses do relate to something other than theory, that English and effective communications skills are not reserved for just a few who will pursue a baccalaureate degree. A general education curriculum by itself is not necessarily the answer. Education must focus toward learning with a purpose. We must transfer the general education curriculum toward a technical education purpose for learning.

Senator Kassebaum, Garden City Community College recently received a grant from the Kansas Technology Enterprises Corporation, we refer to that group as K-Tec. They are one of the prime movers for economic development in our state. We sincerely believe that our efforts will make it possible for Kansas to become technically educated and in some cases reeducated in the subjects of hydraulics, pneumatics, robotics and electronics.

The significance is that we are addressing in a very positive way the economic development needs of our state and we are developing partnerships with industry to complete that task. We need to encourage these partnerships, but funding must be targeted to help us afford the expensive state-of-the-art equipment that is so necessary to complete the task at hand. And while I'm on the subject of partnerships, let's not forget that it is absolutely essential that we form functional partnerships with secondary schools. We simply must develop those relationships that encourage young people to participate in courses that will have a usefulness when secondary school students choose technical education as their preparation to enter the Nation's work force.

Earlier in this testimony, I mentioned that we serve a diverse group of students at the community college. Permit me to tell you a story about a young lady enrolled in a college skills development class that ended last Friday evening. When the class was nearly over she finally told the group about her plans. She intends to enroll in a nursing program and is enrolled now in a chemistry class to prepare for entry.

To begin her story, she pulled from her purse a crumpled newspaper clipping that featured two instructors from our learning center. The article explained how our staff members were here to help. Her story was simply this. Being an older student, she was frightened about returning to school. She had self doubts, and although she wanted to become educated, until she saw the article and learned that there was help on the campus for those who wanted to return, she did not enroll. She has now perceived that schooling is also for her. She has learned that someone will help her to succeed. Going to school will still not be easy, because she has a family with youngsters at home, but now she feels that she has the chance. Will we be able to continue help for this student? When she enrolls in our associate degree nursing program, will there be help for her from a counseling staff that understands older, nontraditional returning students. Will there be assistance from the learning center when the technical nursing subjects become more and more difficult. Senator Kassebaum, your decisions will affect our ability to produce that assistance.

To summarize my concerns let me sat that this legislation will address the fact that we are in a time of enormous change. The United States as a nation, and Kansas as it's nation's heart, must be able to cope with the stresses and challenges brought on by those changes. We must be prepared to participate in a global economy with value added people. In a way like never before, community colleges will be called upon to add to this personal value. We must be assisted as we help people to become more productive, and I thank you again for the opportunity to be here.

Senator **Kassebaum**. Thank you. Dr. Kirby.

STATEMENT OF DR. ROSEMARY KIRBY, INCOMING DIRECTOR, WICHITA AREA VOCATIONAL-TECHNICAL SCHOOL, ACCOMPANIED BY DOYLE WILCOX, PRINCIPAL, CENTRAL VOCATIONAL BUILDING, WICHITA, KS

Dr. **Kirby**. Senator Kassebaum, I appreciate the opportunity to appear today on behalf of the vocational programs of the Wichita Public Schools. We are delighted with the emphasis that vocational education and workforce readiness has received in ongoing hearings. We at the Wichita Area Vocation Technical School are still analyzing the effect proposed changes in the Carl Perkins Vocational Education Act will have on this district. As the largest school district in the State of Kansas, we are vitally concerned with changes not only in funding formulas, but also in the charges of our educational responsibility.

We will, Senator, be sending to your office within the next couple of weeks an analysis of the proposed changes for the Wichita District. We hope you will consider that analysis as you work on this important measure.

We have a strong and encouraging history with vocational education through the provisions of the existing act. I have with me today Mr. Doyle Wilcox, who is principal of Central Vocational Building, the one that you're in today, one of the local administrators who has worked with the programs and will attempt to answer any of the committee's questions about our existing curriculum and deliver system. Doyle.

STATEMENT OF DOYLE WILCOX

Mr. **Wilcox**. Thank you. I'm Doyle Wilcox, principal of Central Vocational Building in Wichita, Kansas. I'm here to speak for the many secondary and postsecondary programs in our district, which have benefited from the current Carl Perkins legislation.

During the times these funds have been available we have been able to add new technology to our vocational laboratories, keep curriculum relevant to the needs of business and industry, add new programs in the health occupations field where the need is critical, and move toward the competency based delivery system.

In short these funds have enabled us to stretch our budgets and do things we would have not otherwise been able to do. This year our vocational programs have touched over 12,000 students. It is impossible to know exactly, but certainly a large part of that group profited from our accessibility to these funds. It seems to us the State has administered those funds equitably and with very reasonable paper work requirements. It is our hope that this continue to be a source for us to improve our programs.

Anytime we can provide you more information we would be glad, of course, to do so.

Dr. KIRBY. Thank you.

Senator KASSEBAUM. Thank you, Dr. Kirby. I had the chance to visit here last fall and was really very impressed with the program. It's a big help, I think, for any of us serving on the committee in Washington to be able to get out and see actual programs in place. So I appreciated it. Mr. Rogenmoser.

STATEMENT OF RICHARD M. ROGENMOSER, SENIOR VICE PRESIDENT, MARTIN TRACTOR COMPANY, TOPEKA, KS

Mr. ROGENMOSER. I'm Dick Rogenmoser, I'm senior vice president of Martin Tractor Company, a Caterpiller dealer located and headquartered in Topeka, Kansas. I'm also a 6-year member of the Kansas Council on Vocational Education and the past 17 years in the Kansas Apprenticeship Council.

I'm indeed honored to be invited to provide the input on behalf of business and industry in Kansas. Skilled training is a life or death component to the health and business, particular small businesses which represent eighty percent of the employed force.

There are three points I would like to make for your consideration. First off the vocational education and training system must have oversight by the private sector; business, industry and labor. Second, an oversight council must be independent and autonomous to be effective. And third, legislative programs must have coordination which is linked with incentives.

First, Oversight by the Private Sector. Central to the survival and growth of any business is a skilled work-force and customers. Not only must we have a pool of skilled worker available to replace retiring or relocating employees, but continuous retraining and upgrading of our workers is necessary to stay in business, let alone to grow and to expand to the technological needs of the country.

For example, my firm employs over 160 people at four locations throughout the state. Last year we needed six heavy equipment maintenance personnel. It seems like we conducted, or contacted every appropriate training institution in this state and two bordering states. Eventually we were able to hire two employees from other dealers and hired three trainees. It's scarce out there.

Eaton Corporation recently purchased Cessna Fluid Power, which is a division located in Hutchison. When asked if they had plans for expansion in Kansas management stressed the importance of the availability of skilled workers and the states training and retraining programs.

A business, industry and labor oversight council can steer vocational education and training programs to serve targeted populations. We can keep the program outcome oriented. We can deal with school and college dropouts and understand the literacy crisis. We get to see the products of the system. We have a very strong stake in their success. It's survival to us.

Second, an oversight council must be independent of the administration programs which it evaluates. Policy recommendations must be without concern for difficulty or personalities. Private sector representatives can keep the system accountable, but it is possible to restrict activities. I have experiences a number of approaches.

(1) Adding program administrators to an oversight committee can overpower the influence of a voluntary member. Any training program personnel on such a council should represent program constituents, targeted population, not administration.

(2) An oversight council must be independent and autonomous. Federal and state administrative units have a natural tendency to take control. There are many examples where evaluating studies had to be sidetracked while a council was forced to deal with administrative challenges that are routine in the business world.

(3) Too many members can reduce the council's effectiveness. Factions, divisions, and a tendency for control by a minority with knowledge of programs impedes progress. My experience would suggest that about 12 members to be most effective, as a great leader demonstrated some 2,000 years ago.

Third, coordination with incentives. We have found that Kansas has good coordination among and between a variety of programs. Articulation is improving from high schools to the university and in between. Coordination is increasing among a variety of Federal, State, and local programs.

Vocational Education is very important, and I would like to focus on our experience as an employer. We could not continue in business without a resource for well-trained people. Of our 72 line people in parts and service operations, 37 are Vo-Tech graduates. Of 10 service supervisors, 6 are Vo-Tech graduates. Of 9 sales representative, 4 are Vo-Tech graduates. Of the 13 most recent hires, 11 are Vo-Tech graduates.

Martin Tractor Company is investing twice as much time and money in training employees this year than any two years previous in the last decade. People with good academic skills, some technical training and a willingness to continue learning in our ever technological changing environment and marketplace are our future and our very survival.

In conclusion, legislation must focus on the outcome of education and training. Schools, colleges and universities can give out diplomas, certificates, degrees and titles, but only business, industry and labor can give out jobs for economic development.

Senator **KASSEBAUM**. Thank you very much. Before we go into the questioning, I would like to introduce the second part of the panel. I don't want you to feel left out, certainly, because it's a very important part. I hope that you will feel free to ask some questions.

This is a little bit different than we do in Washington. Certainly, we never seem to have witnesses question one another. I've always found that hard to understand, because you are the ones who know any subject that we're discussing better than the senators who are asking questions. I think it helps to have an exchange among the informed participants rather than trading answers. So I hope people will feel free to participate.

The second part the panel that will give testimony in just a few minutes are Ms. Jackie McClaskey, who is Vice President of the Future Farmers of America from Girard, KS; Mr. Dennis Will, State President of Kansas Vocational Agricultural Teachers Association from Chapman, KS; Ms. Linda Clanton, who is Director of the Interagency Programs, Kansas Department of Human Resources; Dr. Dennis Angle, Director of Kansas Careers, Manhattan, KS, and Cheryl Brown Henderson, Vocational Equity Specialist, Kansas Department of Education. It's a pleasure to welcome you.

I will start off and hope that it won't discourage anyone else from raising a point as we go along.

Dr. Wright, you mentioned in your testimony the special development of teachers and gave a great deal of focus to coordination, review of programs to make sure of the coordination, and so forth, which I think all of us would agree is very important

You note that the administration's proposal would consolidate 26 program improvement activities into three. One of the three would be the professional development of teachers, counselors and administrators.

Could you elaborate on the types of development activities that you would expect to be undertaken and to what extent are the program improvement funds used for this purpose now.

I might just say that there are two goals—is that not right, in the Federal program—program improvement and access. Those have been the thrust of the Perkins legislation.

Dr. Wright. That's right. We are very concerned that our teachers and administrators stay current with what is going on in technology areas and the workplace, and that is why we highlight this as one of the three areas of special attention. We would like to see business and industry work closely with the teachers in the secondary schools and the community colleges through such things as internships, ioaned executive programs, having our teachers work in industry and return back to the school setting.

We're not prescribing the ways that these things can be done, but we would like to see the states become very creative in looking at ways that they can improve and keep current the present workforce, so then that is something that we are highlighting in the diagram improvement section, asking states to pay attention very carefully to the needs of the teachers and the administrators.

Currently it's one of the many things that can be used with the funds in Title II-B, and we don't have a breakout as to how much of the funding is used in this area. We would hope that through the improved state planning process in the new administration proposal that we would be able to tract this more closely with looking at these three areas of program improvement, and then we could determine how much is actually being spent in the area of teacher certification renewal efforts.

Senator **KASSEBAUM**. Does anyone have any additional comments on that?

Mr. **CURRAN**. I support that concept. I think that we have, a number of our teachers are on 10th, 9th, 11 months, and I think could be we don't, but we—the partnership with industries on loaning in that, and certainly that extra month outside of school for training of our people is certainly is something that could be done.

Senator **KASSEBAUM**. But isn't being done now.

Mr. **CURRAN**. It's not being done at this point in our district. I'm sure there are in some of the area Vo-Techs that do that, but we don't.

Mr. **MARSH**. I find a great deal of interest on the part of business and industry to do this, they feel it is a very needed component of training.

Senator **KASSEBAUM**. I think that for the whole part B, there is about $300,000,000 that's being used?

Dr. **WRIGHT**. That's right.

Senator **KASSEBAUM**. That's being used now, but with matching state monies?

Dr. **WRIGHT**. Yes, it's a 50/50 match.

Senator **KASSEBAUM**. Who makes the decision in the state as far as how that money is utilized, and who monitors that? Is that a responsibility of the council?

Mr. **MARSH**. It comes really with the program improvement, it is on a RFP basis where the local entity suggests to us what it is they would like to do. Our staff evaluates it and works with the local, and it comes under our normal program management system. The Vocational council has been aware of what those grants are, and they have the right to suggest to us some areas to recommend.

Senator **KASSEBAUM**. I personally believe that something that in all of the education legislation we could be thinking more about is to how to assist in training and retraining and teachers. I think it's a way that teachers can be encouraged to invest more of their time and efforts in innovative approaches to teaching.

Mr. **CURRAN**. One of the things that's happened in the State of Kansas in the last few years is an inservice type approach where teachers can do inservice training for recertification without college hours. That's been a boost, and I intended to say there too, our instructors do go out and work, but they do go out and visit those ten months area industries, they don't work the industries. But the inservice works real well to allow individuals to recertify for that effort.

Senator **KASSEBAUM**. And many industries have been responsive to this.

Mr. **CURRAN**. Yes.

Mr. **JARMER**. And I might add that in addition to vocational education teacher, the general education faculty should also be given that opportunity.

Mr. **MARSH**. Right.

Dr. **JARMER**. So that they can learn to relate that in English, math and science.

Senator **Kassebaum**. I would gather from your comments you've been very supportive of applied academics.

Dr. **Wright**. That's right.

Dr. **Jarmer**. Absolutely. As our community college takes on more and more vocational educational responsibilities, I think we will have to put those two together.

Mr. **Rogenmoser**. In the past we've attempted to hire Vo-Tech instructors for the summertime, but because the schools are not located in Topeka, KS, a hundred miles away, the expense wasn't justified for those teachers which were our source of employment. But we do have over 400 hours of our management and officers time that are on advisory committees and councils and so forth to try and stimulate some more attention and interest through the schools and through the students. But we've got to get a closer linkage, a very definite link, and it's difficult to do.

And unfortunately I think that I might be in a minority here of the only one from business and industry, which makes a more difficult bridge to gap because there's not more business people here.

Senator **Kassebaum**. There is strong interest, and I know in Wichita there is a very active involvement that's starting. Overall, there is a growing recognition. You need only need pick up Business Week or Fortune or any of the magazines. A number of current issues have focused on these needs and innovation. Business Week had a big section on that, and I think it all comes back to vocational technical education and the ability to use that in such a way that there's a relation.

Dr. **Jarmer**. I might add that I just came out of there after having spent ten years there, so I'm not foreign to that area.

Senator **Kassebaum**. Dr. Kirby.

Dr. **Kirby**. We had several instructors from the instructors from the area school that this summer are back into industry experiencing and relearning. And in addition to that the Wichita Public Schools are very active as you probably know out in the community this summer with art teachers, math teachers, etc., experiencing what we call the real world.

And having been a former teacher myself, I realize how very important that is so that you stay current with technology as it is today, so it's very viable.

Senator **Kassebaum**. Mr. Marsh, you mentioned the State's efforts to encourage competency-based curriculum. Could you elaborate on the elements of competency-based education? In particular, I'd be curious how you involve teachers in the process. Does this require a major adjustment on their part?

Mr. **Marsh**. Yes. Competency base as we have established it in Kansas—first of all, we have a competency base curriculum center at Washburn University that is supported with our teacher training monies that we have available. To give a brief lesson in the way we do it is first of all we call in practicing business and industry people from the field that's been successful, and we ask them what skills do you expect an entry level employee to have in this particular area, they're called technical advisory committees. We bring them together. They work with existing materials that are available. They attempt to update them, they attempt to make them very job specific.

Each of these technical committees are chaired by a teacher who delivers education in that area, and as soon as those profiles, and that's what we call the initial step, are completed and the business management people have signed off on it, those profiles are sent to the field both including other business and industry people and other teachers in the state. They have input into fine tuning those profiles. They come back to us and we have what we call a Kansas sign off, where we in Kansas say, yes, this is an adequate profile for this specific skill. Then we make those available to teachers throughout the state along with inservice training. Those are updated on a regular basis.

The secret in the whole thing is that it keeps us updated, it keeps business and industry involved in the training that we're offering and it give them a direct opportunity to tell us what it is entry people need. The second step, of course, is to go beyond entry level and to upgrade existing employees up to a higher level management or supervisory jobs in that specific field.

Senator **Kassebaum**. And it's been working well?

Mr. **Marsh**. The secret to it is that we're not grading the student A, B, or C, or D. We're sending that student into business and industry with a profile that's rated on each skill of his success or failure with a specific skill. So that a student entering the job market can hand an employer a profile that says I can do these things and this well, I cannot do these things. And the business and industry love it, because they know exactly the training the students have.

Senator **Kassebaum**. Dr. Angle.

Dr. **Angle**. We now have competency based career guidance programs also. We have, I might mention that some of our audience have already implemented these national career development guidelines, which are essentially taking kids from elementary, middle, senior high through both secondary institutions and human service agencies talking about the competencies that students need to move from one level to the next.

And we are, right now, beginning to invigorate career guidance programs with those by talking more about the true meaning in the legislation of comprehensive programs that take in all the needs of students as we move them through, and we're going to be getting that this next month. We just received a grant from the National Occupational Informational Committee, NOIC, to do those.

Senator **Kassebaum**. I think that's very important too, because a counselor can certainly do a lot to steer a student in the right direction. Having that ability to know where things are going would seem to me would be important.

Dr. **Angle**. It's also nice because counselors can stop thinking about I really like this program, I'll use it, and begin to think my—we aren't doing these sets of competencies in my program, now where can I go find some activities to do those for my students as a school wide priority.

Mr. **Marsh**. Senator, there's one area that the literature speaks to and those of us in the business take for granted that the need, but I would certainly would like to record our concern with this. Vocational education is going to have to become a viable part of all education. We're going to have to start at preschool with parents about getting them to think about what it is that's going to be available for their children to be successful in this society.

But more specially we really need to have a louder voice in how K to 12 can incorporate true vocational education concepts to all students and beginning early. The seven basic skills needed as identified by the Department of Labor are needed by doctors, surgeons, anyone else, they are inherent to the American work ethic, and we can't wait until these students are sixteen years old to begin to attempt to tell them this. So we've got to get back in the mainstream.

Dr. **Wright**. Mr. Marsh, can I follow up? One of the things that I seem to be hearing, and I think it was Dr. Jarmer that said it too, is that maybe there's something that needs to be done about the general education track. And some states are looking at that now, and I might add in that they are concerned that the student who take the general course through high school, they come out and they're not ready to go on to college and they're not ready to enter the world of work. And so they're kind of just left.

Is there any thought in the State of Kansas about looking at the transcripts of students? Are you surveying what is happening to the general education student in order to make any decision about curriculum?

Mr. **Marsh**. We certainly would like to be involved in that process. To be very realistic with it, if you go back to the reaction to nation at risk, one of the concerns we have is that the reaction of the general public in that was to increase high school graduation requirements. We, of course, in vocational education would much prefer that the approach would require the local school district to offer these course, but let the student choose which of those areas, he and his parent, or she and her parent as to which direction they'll go.

One of our concerns with vocational education today, that we're locking students in so much to high school graduation requirement of specific courses they can't always take advantage of the vocational programs that are available to them within the high school. Definitely we need to do some work in this area. And we'd like to be involved in that restructure.

Dr. **Jarmer**. Well, I think it might be all right to intend to help students to become focused, but the key to the success of that focusing is the ability for us to offer the retraining opportunities, because it's all right to be focused and if you've made a mistake in your career choice, then be able to retrain. And if we can do that quickly I think we can, and reactively, to the needs of society as well industry and the employment opportunities then I think we will be ahead, because that's the reaction that is important.

Senator **Kassebaum**. As a state should we be looking at the two plus two concept?

Dr. **Jarmer**. Oh, there's no question about that in my mind, no question.

Senator **Kassebaum**. Are you experimenting with it?

Dr. **Jarmer**. Yes, we are. And we're meeting currently with the Unified School District, administration and faculty, and we will initiate something probably next year, and we're talking about the usefulness of an associate degree that includes two years of secondary school and two years of the community college, and we think that will be a very useful degree.

Senator **Kassebaum**. Would this be something that you see working in Labette County?

Mr. **Curran**. Yes, one of the big concerns we've had for many, many years with our high school is that our students take the old rating of 1,080 hour program in machine shop, for example. Then if they go to an ABTS or a community college they start them over. They don't get any credit for that, and that has been a big concern to us for some time, because the youngster technically the program may have advanced over, but the 1080 hour program in the high setting in our situation certainly and at the ABTS setting is very different. But to get to the ABTS stamp of approval or a community college, they have to start the program again, and we think it's excellent, we think it ought to be done.

There's another thing here I think is real important. When we speak of tracking students, that's all well and good, but I think it's important in the philosophy of our school district that we need to make that we need to make that window of opportunity for that youngster as large as we can make it, whether it be academic or whether it be vocational, whether it be prime arts or whether it be—if we can make that window opportunity large enough for him or her, they can find something that they will need and are a lot easier to retain also.

Senator **Kassebaum**. As I think back to my days working with a school board, vocational/technical education has always been viewed as something that you kind of do if you can't do anything else. I think that that is the first hurdle that has to be put aside, because vocational education has become increasingly important. I think we all recognize that. We need to see what can be done to assure that it is viewed as an essential part of one's education and an important part of education rather than something that you go into if nothing else works.

Dr. **Jarmer**. And you see relatively program improvement. If we're going to give credit for that, which the student has learned earlier, we have to have the advanced equipment, we have to have that equipment to prepare additional education. And sometimes that's a very difficult new task. It's expensive equipment.

Senator **Kassebaum**. Mr. Marsh, before we go on I'd like to ask you one other thing. You touched on the set-asides, I think, and others did as well. Fifty-seven percent of the funding is allocated to special populations as everyone, I think, knows. The House has attempted to eliminate some of the set-asides. I personally have always had difficulty with set-asides, whether we're talking about foreign aid or vocational technical assistance monies, because I think it takes away from a flexibility that's necessary. But, just for instance, I've received thousands of post cards and letters from displaced homemakers who really worry about losing a set-aside for that. Do you see those who benefit, the disadvantaged, handicapped, and various other special populations, as not being served if we remove set-asides?

Mr. **Marsh**. I certainly do not. And in fact Cheryl and I both will present at different places where she gives a specific area and I try to talk about needs assessment. I personally believe that if a needs assessment is taken both on the state level and the local level accurately, some of our more needy people who are prepared to work, they simply physically can't get there due to a minor child or due to a lack of transportation or any of that, in my opinion would actually be helped because I think the needs assessment would show that maybe more than 12 percent needs maybe to go to this area.

The problem is not, in my opinion the set-asides, just the fact that I'm locked in, I'm locked in from both sides, both from the bottom and the top. We are told that this percent is what we need to do.

I would like to further what L.D. said earlier too, a lot of these populations are gathering a great deal of training from program improvement, they're not locked out of those programs, but other people are locked out of these programs, when in my opinion they could be put together and address both issues. I certainly believe that those in need, the specialized—the special population, identified population cannot be dropped. In fact, they need to be improved. But they need—we need the flexibility to face them on a state by state and local by local basis because it varies so much.

Dr. ANGLE. My concept of national legislation is that we see a national priority, we come up with the Carl Perkins Vocational Education Act because vocational education is important in every state and it's important nationally. Our counseling profession has done a needs assessment, and you have a copy of this, I have one extra copy if anyone would like to see the 1987 Gallop Poll on planning for and working in America. Sixty-two percent of Americans regardless of their education level, of their education background entered their first job simply by chance with no career plan.

I've listed in my testimony the fact that there's an estimate of $213 billion in retaining fee. And someone mentioned that if someone makes a mistake in career choice, we train them. The role of guidance and counseling is to try to keep that from happening. I don't think we're at the time when we're ready to say guidance and counseling is not important, let's take it off the national level and let it filter down.

I think guidance counseling is vitally important to getting people into programs. We've talked about programs. Dr. Jarmer talked about people, and that's my role here today, to talk about people. How do we get people in the right program at the right time, and then to know what to do when they get to the workforce, that's the guidance counseling role. That's my concern and especially in equity. We have minorities and women and persons with handicaps that I don't think we're ready to lessen the national role yet, and that's——

Ms. HENDERSON. I'd like to comment quickly before the break. One of my concerns, and I think the concerns of our constituents that did write all of those post cards and letters and made those phone calls and sent telegrams, is that in looking at what was happening prior to the 1984 Carl B. Perkins Act indicated that states were perhaps without the appropriate amount of encouragement were not serving great numbers of women and girls. I think part of the fear we're experiencing in doing away with our particular set-aside, meaning the sex equity, single-parent, homemaker set-aside, is that we may go back to post, or to pre, excuse me, pre Carl D.

Perkins days, which would really be a detriment to not only women and girls that are being served, but to the country, because two thirds of the labor force between now and the year 2000 or at 2000, the entrance will be women and those women and girls need to be prepared.

The other side of it, of course, is that women increasingly are those responsible for taking care of families. Larger numbers of women are responsible for more people these days than are the males in our population. That's my concern. My testimony will center around keeping that particular set-aside in the H.R. 7, we were pleased to see that they were keeping that set-aside.

Our larger concern administratively is that the $60,000 that come to the states for the sex-equity coordinator, the person responsible for that set-aside not be taken out of the 10 percent that H.R. 7 had suggested for the set-aside. Because in states like Rhode Island, Vermont, the smaller states, it would be devastating, because some of the States receive as little as a hundred and some thousand dollars. $60,000 out of that would be devastating. I think that in my testimony I would not only be looking at Kansas, I would be making reference to the nation in my role as the president of the National Displaced Homemakers Network.

But that's our fear. The other think I might like to comment on and also will be in my testimony is that in Kansas I feel extremely fortunate that my administration understands the need to serve displaced homemakers and single parents. So in that regard I'm speaking for my sisters in other states, because I know in Kansas that Mr. Marsh and Mr. Moore will see to it that we do need assessment and that the appropriate amount of funds are, in fact, used to serve that population.

But we have to think locally, and the other states will not fair nearly as well. So having the opportunity to talk to you, I thought I would capitalize on that to speak for my sisters in other states as well as myself here in Kansas.

Senator **KASSEBAUM**. Isn't it one of the difficulties in talking about vocational/technical education that there's not a lot of good data nationally. That makes it difficult for us to draw on some accurate assessments.

Ms. **HENDERSON**. Well, one thing I have to say, and I think that's why H.R. 7 did retain that set-aside, with displaced homemakers, single parents homemakers and sex equity there is good data nationally. There have been several studies done, and it was that information that was presented that. I think help sway during the hearing process to the insignificance of keeping the set-aside. The set-asides for this population have worked, we have the numbers to prove it. We have the numbers for pre Carl Perkins and we have the numbers for the time during Carl Perkins, so I think that that was definitely something that swayed the hearing process was the fact that we had date prove it.

Senator **KASSEBAUM**. Mr. Curran, I'd like to ask a bit about the special populations in your district. Do you use any set-aside funds, and if so, how do they work.

Mr. **CURRAN**. We use the disadvantaged and handicapped funds. We had one sex-equity project back four or five years ago. We have, for a good many years had students in programs that—I can't think of the term I want right now. The girls in the auto mechanics, auto body machine shops—what's the term I want?

Mr. **Marsh**. Nontraditional.

Mr. **Curran**. Nontraditional. Thank you, Ferman. The nontraditional student in our program. We have had as, as Girald has had, where we have women present in the FFA, we have had present in AVICA, we have males in our FHA and in our home economic program. We a good cross section in our business program. Printing traditionally in our area have been men, and in the last four or five years it's the same thing now, all women.

And so we've not availed ourselves of the set-aside funds other than the disadvantaged and handicapped funds, we have a, we think a real good, may accept nontraditional students in our program.

Senator **Kassebaum**. What do you do with the program improvement funds that you receive?

Mr. **Curran**. Most of our program improvement funds go to update equipment, to the state of equipment, to the typesetting equipment, to the equipment in the drafting, to the computerized equipment in the machine shop, computerized equipment in electronics. We are just redoing some robotics in our electronics program this year, they're under the program. The word processing equipment in business. That type of update on state of the art equipment. And then, also training of our instructors on the utilizing that equipment, it comes with the equipment we buy, we buy the training at the same time.

Senator **Kassebaum**. Do you work with the JTPA funds at all?

Mr. **Curran**. Not a great deal other than through the summer student employment program. We have not worked a great deal with ever.

Senator **Kassebaum**. How much coordination do you have within the district with the community college or with other schools?

Mr. **Curran**. We have not, other than the thing we're working 2-plus-2, and the local community college, we have not had a great deal of coordination between. The community college, in our case the teachers, a number of their classes on our equipment, evening, some in the summer and some of those, we have that kind of permission at the community college, but other than that, that would be the main department.

Senator **Kassebaum**. If you had to pick your top priority for reauthorization of the Perkins Act, what would it be?

Mr. **Curran**. I think Dr. Curran spoke to probably one of them, and that is the assistance to keep up the state-of-art equipment and to keep up the state-of-art equipment, the maintenance of that equipment. The thing that we've gone through, as I spoke in my testimony is that training students on outdated equipment, and we feel that we've done an excellent job on that, where we've gave our students a big boost when we run into state-of-art equipment as far as industry and placement is concerned. And I think that is most important, which would be programing improvements.

Senator **Kassebaum**. Would the majority share that view?

Mr. **Rogenmoser**. I think the biggest thing would be a winning partnership, business, industry, labor, schools. When I say school, a full line, and I would certainly like to coattail off of Ferman, when he says we need to get more occupational exposure or awareness in the junior high school so people aren't always only directed colleges and universities.

Senator **Kassebaum**. What's the best way to put together a good partnership particularly between the secondary level and the community college, if you're going to have the 2-plus-2? Is this going to be through the council? Is that a responsibility of the council?

Mr. **Rogenmoser**. I think it's—well, create a crisis and you'll get action. It's got to be more closer knit between the leaders of the state and an identity and awareness that we're not going to have a workforce in the year 2020, it's just not going to be there. And if we're going to survive in the world marketplace we've got to get involved now before the crisis happens.

Dr. **Jarmer**. And I think, Senator, you comment about involving those kids early and getting rid of the old stigma against occupational education is extremely vital, just extremely vital.

Senator **Kassebaum**. Well, do you go out and talk to secondary schools that you serve from the community college, for instance?

Dr. **Jarmer**. Yes, we have locally. However, one of our plans is to initiate a potential consortium, because as the secondary schools speak more to science and math requirements and we perceive their vocational offerings is to dwindle and the students time to be less available, then I think our role at the postsecondary level will increase, and the reason competency based education is so important to us is because we have such a wide divergence, diversity of students. We will have some who are pretty well skilled, and some who are starting below entry level, so that competency based programing, then, will let us speak to the secondary school whose student comes to us with a background and one that doesn't. But maybe in a consortium of assistance to the secondary schools, I'll be able to work with that group, yes.

Senator **Kassebaum**. You mentioned that more Federal Vo-Tech funds should be sent directly to the local level rather than going through the state?

Dr. **Jarmer**. I think that's a general statement that I supported a local administrator. I really have been pleased with our relationship with the State Department. However, we do, because of restrictions, Cheryl recognizes I've sent to her several letters getting approval to switch things that need to be done to meet our local needs. And fortunately we've been able to work well with the State Department, but I think that was a general——

Ms. **Henderson**. Dr. Jarmer and Dr. Kirby both have received sex equity and single parent funds, and I could certainly hope they would talk about the successes in their respective areas. Relative to changing and making things a little more flexible, we've talked about things as basic as budget line items. Even with the 50/50, or 57/43 there still might be that need to talk back and forth prior to adjusting those kinds of basic things.

Dr. **Jarmer**. I think in Kansas we do a pretty good job of flowing that money through.

Senator **Kassebaum**. Dr. Kirby, I think you mentioned, and certainly Mr. Curran just talked about the need for equipment and maintenance. What proportion of the Federal monies should go for equipment? Should we be thinking of a larger amount going to equipment? Dr. Kirby, do you have any thoughts on this?

Dr. **Kirby**. No, I'd refer that to Ferman. What's your feeling on that Ferman?

Mr. **Marsh**. I think that as you look at a Kansas grant and the way that we do it, we place equipment in the improvement program arena, and that leaves us more flexibility and less earmarking, because then the school who needs the advanced equipment may use program improvement for that purpose. Those who need more inservice, those who need more program evaluation may use their improvement monies for that area. So I feel under current conditions we have the flexibility we need. The only way I would address additional funds is in the concept of do we want to address our two missions, that is identify populations and current well trained workforce throughout the state should that be a 50/50 partnership. That's the only way I would say change it. I think otherwise we have the flexibility.

Dr. **Jarmer**. As a community college that is not designated as as area Vo-Tech school. I think equipment is very important to us, and those funds may be important to us to develop equipment.

Senator **Kassebaum**. Do you have any difficulty receiving funds since you're not a designated——

Dr. **Jarmer**. Well, our funding rate overall is different from the area school. Our—this goes beyond Carl Perkins into just state funding, and so that's—we do have Carl Perkins, but we are not funded the same way an area school is.

Mr. **Curran**. I think the balance is pretty good, and one of the things on direct flow money, I understand what Dr. Jarmer is saying. On the other hand I think that any school or anyone receiving money whether it be state, Federal or my children with an allowance, I think there has to be some accountability. I think it would be better for the state to have oversight on that than it would be to try to do direct flow money. I think we would spend more money administrating in the long run, than we do on the state level, and I think balance on equipment improvement isn't too bad right now.

Senator **Kassebaum**. Is too much time spent in paper work?

Mr. **Curran**. There's a lot of it.

Senator **Kassebaum**. That's a given answer on that.

Dr. **Kirby**. Senator Kassebaum, I want to react to the statement that you made about vocational education when you were a student. I think one of the things that we have to be so very careful of, and we need to blend together, is the academic and the vocational or the technological opportunity. One of the most exciting things for me coming into a position being new, is to be able to look at the entire district of our school system and see where we can go with that. You know there are all sorts of opportunities going down to Kindergarten, it right on through to the middle level high school. Wichita right now is looking at magnate school. You know a high part of that ought to be technology.

I guess it really bothers me as a school administrator and as a classroom teacher, that we've always separated that. You know that ought to be together. Having just worked with high school students and having a lot of respect for counselors, it's extremely difficult to get any high school student to key in on a career. You know you can have career centers, you can talk to them, you can bring in people from colleges, from technical institutions, in due respect to her, I know she knows where I'm coming from.

So we do everything we can in preparing them to get ready to leave high school to be prepared for the real world, but nevertheless beyond that they don't always make the right choices for where they want to be because they haven't the information, they haven't the experience. There just has to be a flow from Kindergarten clear through high school into the junior colleges, technical schools. You know, there's a whole new world of concept that we've got to put together out there.

Senator **Kassebaum**. Is that going to require some different focus in teacher education, teacher training?

Dr. **Kirby**. Oh, I definitely think it definitely is going to have come back to our teacher training institutions. We've been so geared for long in thinking college, and then when you look at the figures that you just asked about. We know how many students go into the four year programs, but we don't know how many complete. You take a look at Wichita State, for instance, where their average is 26, you know that there's a lot of career changes going on. So I think it will be done.

Senator **Kassebaum**. I would think teaching applied academics, for instance, would take some special skills. It's just not something we've ever really focused on that much bringing it into the fore in education.

Dr. **Kirby**. We have a course that we're beginning now in the Wichita Public School and offer throughout the state called principals of technology and it is a blend of an industrial arts teacher and a science teacher, either or can teach that to help students understand, you know, the whole world of technology.

You've opened up a can of worms for me. You know, I come out of being a middle-level educator wanting very much to get exploration of technology at the middle level, having just finished up as a high school administrator, you know it's an exciting world for me to know that that is there and we need to get it instituted and get it going, and we're trying it next year in the Wichita system.

Senator **Kassebaum**. Do you have any suggestions for ways we should be looking at assistance in this reauthorization? Well, think about it.

Dr. **Kirby**. I'd have to give you some strong thoughts on that, but I'm certain that it should be. I plan to do that a little later on for you.

Senator **Kassebaum**. Mr. Rogenmoser, I'd like to explore for a minute with you the council and its work. In the first hearing that we had in Washington, there were several who spoke out against the super council concept which the House-passed legislation is endorsing. I think in our effort to coordinate between JTPA and the other initiatives that are undertaken, certainly a super council I suppose makes some sense. However, everybody that we've heard from in the Senate so far has raised concerns about a super council, indicating they get too large and would be difficult to manage. I sensed a little ambivalence on your part.

Mr. ROGENMOSER. Well, I think a dozen is a big bunch to manage, as the good Lord tried 2000 years ago, and he wasn't successful with all 12. So I think once it gets big, it gets unwieldy and there's not interchange and partnership and participation, so I would certainly oppose.

Senator KASSEBAUM. So you would just coordinate among the different areas?

Mr. ROGENMOSER. I think you have to have a mission that unified and then coordinate them according.

Senator KASSEBAUM. How long have you served on the council?

Mr. ROGENMOSER. Six years.

Senator KASSEBAUM. What's the length of the term?

Mr. ROGENMOSER. Two years.

Senator KASSEBAUM. Two years.

Mr. ROGENMOSER. So I was under the original one that was 23 members, I believe. It may have been 21. I just sat there. So I didn't make a fool out of myself, I didn't contribute anything either, and then it came down to 13, and there's an excellent interchange and participation, not totally in agreement at all time, which is the importance of the interchange.

Senator KASSEBAUM. It seems to me that the councils could have an enormously important role. I suppose it's like anything, it depends on the people serving. But it seems to me that each state could be well served by a good strong council in this area.

Mr. WILL. I would like to——

Senator KASSEBAUM. Yes, Mr. Will.

Mr. WILL. I would like to comment on that. Visiting with a number of people in the state about this specific issue, and I don't think a lot of people realize that this is endorsed by the Federal legislation. In combining these reactions I've heard is that it's combining too many activities for a small group of people that aren't well versed in those areas. What I did hear was that if those areas are addressed, we are dealing with education, but those areas are dealing with a lot of other areas in skill development and so on, in the training, activities. Those are not being cooperated at this point, and could be combined in a group council, but then you lose the overwhelming effect.

Mr. CURRAN. Our local advisory councils are extremely valuable, you know. We spoke about here in this testimony about of employee in the district. In our local you got ten employees, you know, except for maybe half a dozen areas, that's a pretty good sized business, we've got a lot of small business. So we have an advisory council for each of our skills and we have them work together in one huge advisory council, very valuable.

They bring a lot of the feed back information that we need back in our program. That advisory council has been long standing as part of the program in the State of Kansas.

Senator KASSEBAUM. Does the school district have an advisory council that's appointed by the superintendent?

Mr. CURRAN. Ours are appointed by the cooperation of the building administrator, the instructor of the skill and the superintendent. Primarily the building administrator and the skill instructor. The superintendent usually just approves their recommendation.

Senator **Kassebaum**. Does the State council take into consideration recommendations from various local advisory councils or is that just for the district?

Mr. **Curran**. Our local advisory council I don't believe has any——

Mr. **Rogenmoser**. We have about four hearings throughout the State a year and hope we get some feedback.

Mr. **Marsh**. I believe the way that's designed is that each skill area has a technical adviser or people who are performing that skill commercially. They advise the instructor. Then most schools will have a general advisory council which oversees all the vocational education in that entity, and then the Kansas Vocational Council oversees that. But you go from very specific to the state fund.

Dr. **Jarmer**. We've recently had a meeting, the Kansas Council on Vocational Educations met at Garden City, and I felt that it was a very well attended and informative meeting. I felt the council got input from the district.

Senator **Kassebaum**. Does anybody else have any comment on councils before we move on? It's a little late to ask, but I'm hoping everybody can hear, because it seems to me sound kind of ebbs and flows. I assume someone would have stood up and waved if they couldn't hear. I think we'll take a short break before we start with the second panel. Thank you very much.

[Recess.]

Senator **Kassebaum**. Well, it's a pleasure to turn to the other part of the panel this morning. I hope that you don't feel that all of your areas have already been addressed, because I think you have a great deal to add.

First, Jackie, if you would like to lead off. I might just briefly say again, Jackie McClaskey, Future Farmers of American, who is vice president. It's always a pleasure when the Future Farmers come to visit in Washington, and I've said I would love to wear those jackets. Jackie, thank you for being here.

STATEMENT OF JACKIE MCCLASKEY, 1988-89 KANSAS FUTURE FARMERS OF AMERICA STATE VICE PRESIDENT, GIRARD, KS

Ms. **McClaskey**. Thank you, Senator, for giving me the opportunity to be here today. First of all I would like to clarify where my viewpoint comes from. I served this past year as state vice president. I just gave up my office about four weeks ago. And as serving as a state officer not only did I have a chance to work with a large number of vocational agriculture student from across the state and across the nation, but in addition through my work with the Kansas Vocational Association, the Kansas Vocational Agriculture Teachers Association and the State Board of Education, I was able to meet, work with, and represent a lot of students from the other vocational student organizations.

So I hope my viewpoint can come from not just the agriculture end, but all the organizations together. Five years ago when I entered the vocational education classroom, I didn't even come close to realizing the impact it would have on my life and my schooling. One of the great things, I think, that makes vocational education so different is it allows students to gain knowledge through experience and hands on application of what they've learned. And because of this it far surpasses any other of the learning processes, and as Aristotle so eloquently stated, we learn by doing.

And in my opinion it's this learning by doing method of education that allows vocational education to have an impact on the students that are involved in these educational organizations. And in my case it taught me and benefited me more than any of my other courses. And the reason being for this is that I was able to practice hands-on experience and application of not only that which I learned in the ag classroom, but also that which I learned in areas of math, science, English, history, psychology and speech.

And I think that's the thing that makes vocational education so important is it allows students to practice what not only they've learned in their vocational classroom, but all the other aspects of their schooling from Kindergarten through 12 and on into the post-secondary education level as well. And because of this I feel like vocational education plays a more important role in the future of its students because it allows them to prepare for careers and to prepare for the real world in such a way that they can actually do the things that they're going to have to do out in the workforce.

One of the other things that makes these programs so successful, I believe, is that they are able to change and grow as the industry changes, and this is where the Perkins Act becomes so important, because as the industry of agriculture or in any area that vocational education deals with, it continues to change with technology and change with the times. And by allowing our schools and our community colleges to keep up with these times and keep the equipment in the facilities moving with the times, the students are going to be able to better prepare for their futures and for careers no matter what their interest.

In addition something that you, Senator, commented on earlier was the image. This year in vocation agriculture in the FAA we have done a lot, we feel, to change that image. We have changed the way we refer to it, no longer as vocational agriculture, but agricultural education, that will hopefully get away from some of the stereotyping that we've all dealt with, and we feel that as we change this image and as we continue to change with the times by allowing the schools to be better prepared, by allowing the schools have greater technological systems and greater facilities, that we can keep up with the students and we can keep the students interested.

In 1982 out of all the high school graduates 97 percent had some—at one time taken some courses in vocational education. I think that shows us right there that we are dealing with a large number of students and we need to keep in mind how important this truly is. But most importantly out of the vocational education things put together, what I have seen from the panel today, and from you Senator, is that the primary interest of all vocational educators is out of genuine concern for the students.

And I think there's a lot of programs for our students today that aren't made that way, but vocational education offers us the opportunity to work with those students and prepare them for greater success in life and as a student in vocational education I can say that whether I was dealing with my home chapter or throughout the state, throughout the nation, or working with other vocational student organizations and their leaders, that the one thing I always saw is that they were genuinely concerned for us, the students. And I think that's the one thing the vocational education stands out most high above everything else.

In addition, as was quoted in the October 1987 edition of *Vocational Education* Magazine from Rosemary Cole, it states, our vision is to help maximum their potential by developing their abilities to the fullest possible extent. At the same time we make a significant contribution to the economic structure of our nation. By helping our students, we're helping our nation. And by helping vocational education and continuing the support that we're discussing today, we're going to allow our students to gain more and be a greater pertinence to our nation in the future. The culmination of the classroom instruction and the student experience programs in the agricultural area as supervised occupational or agricultural experience programs and the vocational student organizations all work together to meet the needs of our students.

And as I heard referred to earlier by Dr. Jarmer, it allows our classrooms to be classified as value added. They're not just the type of thing where you go in and you sit down and your taught things off the board or from a book, you really, really learn what they want you learn. You learn how to handle it in real life and you learn how to deal with the real world when it comes time for graduation. I feel that the vocational student organizations play a very important part.

Of course, serving as a state officer, I've been very active in the FFA and I've had a chance to work with many people, and the thing that I've found about these organizations and vocational education in general is that it builds many qualities. Leadership, self expression, citizenship, cooperation, public relations, decision making, public speaking, determination, the ability to analyze, independence, maturity, and the ability to communicate and work with other people. And these are the skills that our employers are looking for today. They want students that can be leaders, they want students that have the ability to work with people and make decisions and take responsibility for their actions, and that's what vocational education is doing today.

And by allowing these Federal funds to go to these programs and to benefit these students and allowing the local and district levels more flexibility and versatility, we're not only going to be helping our student, but we're going to be helping our nation. Vocational education deserves the best that we can give it, for it constantly gives its best to both the students, the communities, and of course America. As it's said, man is the sum total of his experiences, and nothing can offer students the experiences that vocational education does. It is of primary importance for the development of people, especially young people and I see no other programs offered to our youth, no other opportunities that offer the many skills and benefits that vocational education and student organizations offer.

And for that reason I believe that we should offer vocational education as much support as we can and continue to allow it to expand upon the images and the opportunities that these students are allowed and allow it to do its best for America. Thank you very much.

[The prepared statement of Ms. McClaskey follows:]

PREPARED STATEMENT OF MS. MCCLASKEY

Good morning.

Five summers ago when I entered the vocational education classroom, I did not realize the significant effect it would have on my life and my schooling. The combination of "vocational," defined as "having to do with a career or occupation," and "education," defined as "systematic development of training of the mind, capabilities, or character through instruction or study," far surpasses any other learning process. Students are able to gain knowledge through experience and application of what they have learned, and as Aristotle so eloquently stated, "We learn by doing." This "learning doing" method of education taught me and benefited me more than the rest of my courses. The reason being was that I was able to practice hands-on experience and application of not only what I learned in my ag classroom but also that which I had learned in the areas of math, science, English, history, psychology, and speech. Because of the diversity, teaching methods, and overall practicality, this form of education plays a more important role in the students' futures. In no other situation, do we learn to apply our knowledge in a practical, "real world" manner.

In a follow-up study conducted in 1988 by Kansas State University of 1983 high school graduates who had been enrolled invocational agriculture courses, 96 percent of those who replied stated that the experiences were good for them, and 92 percent said that it taught them many useful career skills and they would take it again if given the opportunity. These programs prove successful because they are able to adapt to the needs of the school and community. In addition, they are able to change as their related industry grows and changes image. Moreover, the vocational education system exists out of genuine concern for us, the students. As Rosemary Kolde stated in the October 1987 edition of *Vocational Education* magazine, "Our vision is to help people maximize their potential by developing their abilities to the fullest possible extent. At the same time we make a significant contribution to the economic structure of our nation." The purpose is to prepare students for employment opportunities that currently exist, or will exist, in the labor market, and nothing else can prepare students as successfully. It is critical to both those students who do not go to college and those who do.

Before I enrolled in vocational agriculture, I did not have the opportunity to implement that which I had learned. The combination of laboratory classroom instruction, student experience programs, and vocational student organizations allowed myself and my fellow students to learn, grow, and experience life. While the regular classroom instruction supplies the students with general knowledge, it is the student experience programs (known as ag education as Supervised Agricultural/Occupational Experience Programs) allow actual experience with acquired competencies in area like math and science. In addition, these program allow the development of leadership and economic skills, the earning of money, the exploration of career opportunities, and assistance in becoming employable. Through my SOEP, I was able to apply the competencies studied in the classroom to a real-life, practical, useful occupational experience. I had to take responsibility for my program and make the necessary decisions. At no other time in high school was I involved in a program which required the building of career skills, personal responsibility, and true-to-life compentencies.

The third area of which I spoke earlier is the vocational student organizations, hereafter referred to as VSO's. The VSO activities are an integral part of the programs and qualify the classrooms to be described as "value-added." The chapters function as laboratories for applying classroom training and energize the vocational classroom and curriculum. As an FFA member, I participated in many contests, activities, and conventions all across the country, and I quickly learned that we, the members, immediately began to build upon our desirable employee traits. It's a well-known fact that employers are interested in highly active and involved students who have work experience, and vocational education and their organizations meet that interest. I have been very active in the FFA and the benefits that I have received are almost indescribable. I have had the opportunity to assume many leadership roles, work with various types of people, and build upon many of my work habits and interpersonal skills. This three way vocational combination allows for the development of leadership, self-expression, citizenship, cooperation, public relations, decision making, public speaking, determination, analyzation, hard working attitude, independence, maturity, communication skills, and working with people abilities.

There is no other opportunity for growth in all of these areas besides enrollment in vocational education. I cannot even begin to imagine where I would be today without the experiences and skills that I have gained through my participation in vocational agricultural education and the FFA. The fact that as a college freshman I have been given the opportunity to testify as a witness at a U.S. Senate hearing should be proof enough, for there are no youth education activities that can even begin to compete with the benefits and experiences of vocational education. Because of its superiority, I agree with Byrl R. Shoemaker as he stated, "Federal funds are still essential to promote and, to the extent necessary, maintain that system of vocational education."

Vocational education deserves the best that we can give it, for it constantly gives the students, the communities, and America its best. As is said, "Man is a sum total of his experiences." The type, scope, and quality of these experiences, as discussed by Floyd G. McCormick, are of "primary importance for the development of people, especially young people." Vocational education is building America's future by building our youth. In closing, I ask you to keep in mind the words of Senator Pete Domenici of New Mexico, "When you give up on (vocational education), you also give up on people who are searching for a chance to do better and add to the economic power of our nation." As an American youth, I have many times heard my generation being looked down upon and disrespected. However, through my participation in vocational agriculture and the FFA, I have seen that image change and move toward more positive attitudes. I feel that it would personally be very detrimental to America's youth, especially since 97 percent of 1982 high school graduates took some vocational education courses, and to all of our Nation to any way decrease support to one of the most successful youth, career-oriented programs that America has or will ever see.

Thank you.

Senator KASSEBAUM. Next Dennis Will, State President, Kansas Vocational-Agricultural Teachers Association, and Regional Vice-President of the national organization from Chapman.

STATEMENT OF DENNIS WILL, STATE PRESIDENT, KANSAS VOCATIONAL AGRICULTURAL TEACHERS ASSOCIATION, AND VOCATIONAL INSTRUCTOR, ACCOMPANIED BY DICK HALL, PRINCIPAL, CHAPMAN HIGH SCHOOL, CHAPMAN, KS

Mr. WILL. Thank you Senator Kassebaum. I would like to direct my remarks relative to secondary vocational educators. I have some state and national positions that have allowed me to be in tune with those issues that concern the whole U.S. and with those activities Kansas has become much smaller since participating in those activities, but I have some concerns on the local and especially Kansas concerns.

Our school is celebrating its hundredth year anniversary. It's the first county-wide high school in the nation. It's also will celebrate being the first high wire organization in the United States. We are planning a lot of activities for that we would invite all of those people who would like to participate in that.

The four areas that I would allude to is the—first is title and image, second is distribution of funds by state formula, third, the quality of vocational education, and fourth, the state and national student organizations.

Title and image, I commend the legislators on recognizing the need change from vocational to applied technology. At the present time vocational students are identified with courses that leave them thinking, they have little or no academic merit. Although most vocational courses have practical value toward the academic curriculum, the administrators, school counselors, fellow teachers and parents see little need in their students enrolling in skills classes. The H.R. 7 bill stresses the issue of vocational and academic working jointly producing an effective workforce in the U.S.

Second, distribution of state formula. When comparing distribution of Federal funds by the proposed formula to past allocations in Kansas the figures show medium to small school receiving approximately the same allocations. Large urban schools in Kansas will receive up to 10 to 20 percent increase in additional allocations. A concern of local vocational educators is the lack of local effort to match these LEA distributed funds. Proposed state formula grants may reduce local LEA effort. The question rises whether the basic state funding formula and H.R. 7 will serve the broad economic purpose of Federal involvement in vocational education and guarantee that all those programs needing improvement will have access to the Federal investment.

Third, quality of vocational education. Vocational training requires a spectrum of guidelines and standards, curriculum development, facilities, equipment and inservice training to focus on the technological training, and none of that, of those procedures can be eliminated for quality vocational education. H.R. 7 would play a large role in funding state supervision and inservice training should provide it—larger role, excuse me, or at least require states to fund these activities.

Fourth, State and national student organization provide personal development, training and human relations skills added to development, work ethics, competition and productivity. A great deal of activity is being conducted for student vocational organizations is being accomplished by individual professional teacher organizations. With proposed 2 percent cut in state administration and an 8 percent cut in inservice training, funds would not be available to coordinate state and national youth activities.

In conclusion the proposed legislation will improve the image of vocational education. It will reduce paper work. It will target populations in need. But it also will improve cooperation with and between vocational teaching centers.

[The prepared statement of Mr. Will follows:]

PREPARED STATEMENT OF MR. WILL

Being a vocational teacher of seventeen years in two medium sized high schools in Kansas, I would like to offer the following reactions to the proposed vocational reauthorization bill.

Title and Image

I commend the legislators in recognizing the need for a name change from "vocational" to "applied technology". At the present time "vocational" students are identified with courses that leave the thinking they have little or no academic merit. Although most vocational courses have practical value towards the academic curriculum, administrators, school counselors, fellow teachers and parents see little need in their students enrolling in "skills" classes. The H.R. 7 bill stresses the issue of vocational and academics working jointly to produce an effective workforce in the U.S.

Distribution of Funds by State Formula

When comparing distribution of Federal funds by the proposed formula to past allocations in Kansas the figures show medium to small schools receiving approximately the same allocations. Large urban school in Kansas could receive a ten to twenty percent increase in additional allocations. A concern of local vocational educators is the lack of local effort to match with LEA funds. Proposed state formula grants may reduce local LEA effort to channel their funds into vocational programs.

The question arises whether the basic State funding formula in H.R. 7 will serve the broad economic purpose of the Federal involvement in vocational education and guarantee that all those programs needing improvement will have access to the Federal investment.

Quality Vocational Education

Vocational training requires a spectrum of guidelines and standards, curriculum development, facilities, equipment, and inservice training to focus on technological changes. H.R. 7 should play a larger role in funding State supervision and in-service training or at least require States to fund these activities.

State and National Student Organizations

Student vocational organizations provide personal development training in human relations skills, attitude development, work ethics, competition, and productivity. A great deal of the activities being conducted for student vocational organizations is being accomplished by individual professional teachers organizations. With the proposed two percent cut in state administration and eight percent cut to in-service training, funds would not be available to coordinate state and national youth activities.

Conclusion

The proposed bill H.R. 7 can: (1) Improve the image of vocational education, (2) reduce paperwork, (3) target populations in need, and (4) improve cooperation within and between vocational teaching centers.

[The prepared statement of Mr. Hall follows:]

PREPARED STATEMENT OF MR. HALL

First, the percentage of funds earmarked for handicapped and disadvantaged may be excessive. I think we are meeting a positive goal when we assure that handicapped or disadvantaged students are as fully mainstreamed as possible. In most cases, this is 100 percent. It often is not practical to say that only handicapped or disadvantaged students can use a piece of equipment. In our school the disadvantaged or handicapped student might receive assistance through special programs directed only at that group, but more often they will be best assisted by improvements in the overall vocational programs.

Second, we are a rural school that stresses academics, yet our most recent survey of 1989 graduates indicated only about 54 percent of our students plan to attend college. I would guess that our college attendance rate is less than many city schools, yet we are not able to offer a truly comprehensive vocational program. We have used some funds from Carl Perkins for program development, but we need more and we need money to maintain these programs once they are in place. I believe this will do us a lot more good than higher demands for general "college prep" requirements. Many of these students whose needs might be met through a wider spectrum vocational program for our "at risk" students.

Third, money must be made available to allow for staff at the state level to provide us with assistance. For Kansas, we are a medium sized school. Yet there is no way we can presently justify a full, or even part-time, vocational specialist. We must have assistance from the State level in planning, program development, and in-service.

Last, the paper work procedure should be streamlined. I would say again that at this level we can't afford a specialist to handle this paperwork. I realize the money has to be accounted for, but it's unnecessary to continually restate program goals and objectives—as often as four times year. Give the LEA's guideline and their autonomy.

Senator **KASSEBAUM**. Thank you very much Mr. Will. Next Linda Clanton, who's Director of Interagency Programs at the Kansas Department of Department of Human Resources.

STATEMENT OF LINDA K. CLANTON, DIRECTOR, INTERAGENCY PROGRAMS, KANSAS DEPARTMENT OF COMMUNITY AFFAIRS

Ms. **CLANTON**. Thank you very much for having me here today Senator Kassebaum. I am here on behalf of acting secretary of Human Resources, Ray Siehndel.

As you may be aware in the State of Kansas the Department of Human Resources is the grant recipient for the JTPA Job Training

Partnership Act funds. There are two major funding sources, Title II–A and Title II–B. Under Title II–A funds there is a designated portion called eight percent, which is eight percent education coordination programs and funds, and that's basically what I'm here to speak to you today about. Twenty percent of the funds from eight percent projects are actually distributed directly to the service delivery areas to enhance services through the educational institutions to the Title II–A's clients in those areas.

Biannually a cooperative agreement is written between the Kansas Department of Human Resources, and the Kansas Department of Education to define the terms and the services that are to be provided through the Kansas Department of Education. We presently have 27 eight percent projects throughout the State of Kansas. The projects provide various services, including remedial education, skilled training, Job specific training, skilled interest in assessments, school to work transition programs and many, many others.

And the particular projects that are being provided in the service delivery areas are identified by the local areas rather than—the state has some input, but the needs are defined by the areas. There are a number of exemplary programs, and I did want to comment that we do have a project at Labette County, and we do have a project in Garden City, and thank you for being here, and please if you have some input I would like that too.

But I am going to speak specifically about two projects today. First I would like to talk to you about the project employment at Martin County Community College, Great Bend. This project serves individuals who lack job skills, employment work experience. They are physically handicapped. These are individuals that are high risk in the employment market. The participants are jointly identified by JTPA case managers, vocational rehabilitation, and the local welfare case workers.

Participants are screened, assessed and enrolled in an appropriate training modular identified specifically for that participant. During most of the program years approximately 60 individuals are served in that particular project. And again various projects that are provided or various training that are provided, modular trainings that are provided, RGED, the basic skills, class-in training and on-the-training, and the projects, that particular project also utilizes local employers to assist in conducting the job seeking skills classes that have been provided.

This is a project that provides an excellent example of coordination between and utilizing joint funding between JTPA education, welfare and vocational rehabilitation. The purpose, the objective of this particular project is to reduce and prevent dependency on public assistance by improving the employment skills of economically disadvantaged handicapped individuals. The second project that I like to speak to today is the youth in business training program at Field McKinley Memorial High School in Coffeyville, KS. There is also a very similar program that is being administered in Independence, Kansas, and also there is a project in Lawrence, KS.

And what the target group is is students in the general curriculum without a definite career direction and with minimal or no experience. The youth in the business training program is a joint effort between JTPA, the Kansas Department of Education, the local school district, and local business and industry, and it provides a number of things.

One, it is a volunteer program and is not credit to students who are wanting to enhance their skills in providing services for transition from school to work.

Two, it works with individuals between a number of 25 to 35 students who have serious barriers to employment and are economically disadvantaged.

Three, it assists the students in obtaining satisfactory achievement of the approved preemployment competencies, and these competencies are approved by the private industry council in that service delivery area, which include career development, job attainment, work maturity, personal survival and basic education competencies.

And the last thing it also provides is placements for students unsubsidized employment, the Armed Services advanced training and other particular needs that meet the individuals requirements. The objective of this particular project is to assist the individuals in school to work transition program to help students to learn competencies, which can be used in the process of looking for, obtaining and retaining employment. And I have also included in my packet in my testimony a summary of the projects that are presently being operated in the State of Kansas, and I do have them broken down by what is called service delivery area, and I also included a map that shows where the service delivery areas are.

And then the last thing that I have included is a summary that the Kansas Department of Education put out from last year's reporting on the final reports, the numbers and a summary of what the projects were all about. The only other comments that I would like to make, that this is an example of the coordination that is going on in the State of Kansas between the JTPA program and the Department of Education. There is a lot more coordination that is going on in the SDA's themselves directly providing services through other JTPA funding.

And I did want to echo Ferman Marsh's comment about the fact that it is very important, coordination must be with all the various programs that are being administered in all of the states in order to not only utilize other resources that are available, but to enhance services and also to eliminate duplicative services.

[The prepared statement of Ms. Clanton follows:]

PREPARED STATEMENT OF LINDA K. CLANTON

Thank you for the opportunity to testify before you. Acknowledge U. S. Senator Kassebaum. I am here on behalf of Acting Secretary of Human Resources, Ray D. Siehndel.

The Kansas Department of Human Resources (KDHR) is the Job Training Partnership Act (JTPA) grant recipient for the State of Kansas. There are Title IIA and IIB funds. A portion of the IIA funds is identified as Eight Percent (8%) Education Coordination funds which for Program Year 88 (the present year) is $839,594. Eighty Percent (80%) of these funds were allocated to the Service Delivery Areas (SDA's) to enhance services through educational institutions to JTPA IIA clients.

A cooperative agreement is developed biennially between KDHR and Kansas State Department of Education (KDE) to define the terms under which KDE will administer the 8% coordination funds.

There are presently 27 8% projects throughout the State of Kansas.

Projects provide services such as remedial education, GED preparation, job specific skill training, skill and interest assessment, school to work, transitional programs and many others.

The need for particular types of projects is identified by the SDA.

#1 Handout	SDA Map
#2 Handout	Brief summary and list of service providers by SDA.

There are a number of exemplary projects and I would like to discuss them all, however, I will only discuss two (2) particular projects with you today.

First is the Project Employment at Barton County Community College, Great Bend, Kansas.

Target Group:	Persons who lack job skills and employment experience, are physically and mentally handicapped and are most at risk in the employment market.

Project Description: Participants are jointly identified through JTPA case managers, Vocational Rehabilitation counselors, and local Welfare case workers. Participants are screened, assessed, and enrolled into appropriate training modules developed for participants. Approximately 60 individuals are served within a program year. During Program Year 1988, 42% of those enrolled were employed with 19% continuing with further training. The hourly placement wage was $4.38 per hour.

Training varies with the assessment of the applicant. Training modules utilized are: GED, Job Seeking Skills, Classroom Training, and On-The-Job Training. The project also utilizes local employers who assisted in conducting the Job Seeking skills class.

The project provides an excellent example of coordination and joint funding between JTPA, Education, Welfare and Vocational Rehabilitation.

Project Objectives: To reduce or prevent dependency on public assistance by improving the employment skills of economically disadvantaged, handicapped persons.

The second project is the Youth and Business Training Program at Field Kindley Memorial High School, Coffeyville, Kansas.

Target Group:	Students in the general curriculum, without a definite career direction and with minimal or no work experience.

Project Description: The Youth and Business Training Program is a joint effort between JTPA, the Kansas State Department of Education, the local school district and local business and industry. It provides the following services:

1. A voluntary non-credit program designed to help students with the transition from school to work.

2. Training assistance for 25-35 students who are economically disadvantaged or have serious barriers to employment.

3. Assistance to help these students obtain satisfactory achievement of the approved pre-employment competencies. PIC approved competencies include: Career Development, Job Attainment, Work Maturity/Personal Survival and Basic Educational Competencies.

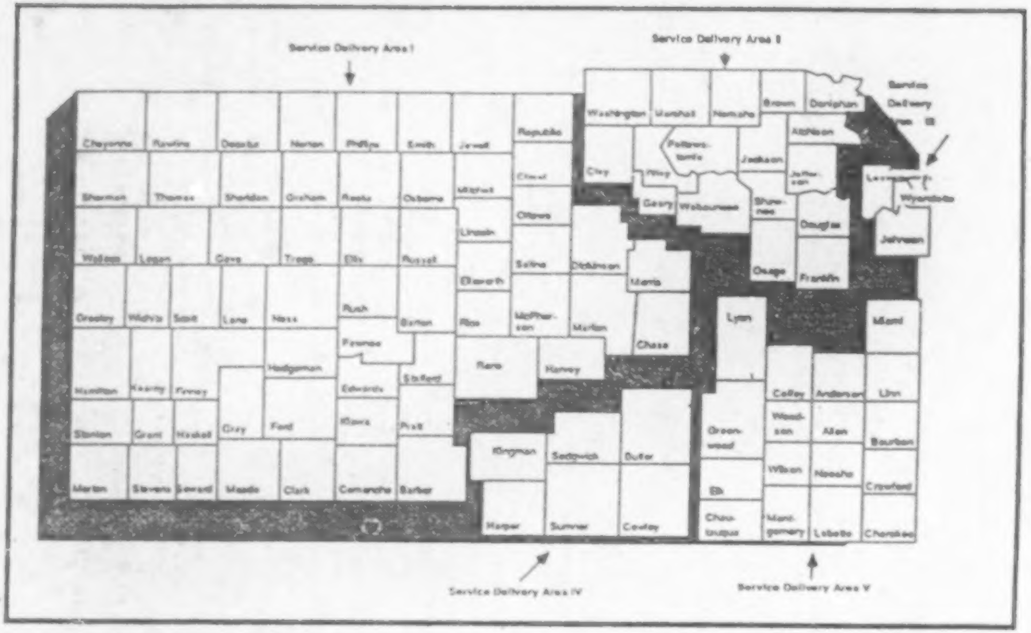
4. Placement of these students in unsubsidized employment, the armed services advanced training or other appropriate services.

Project Objectives: The objective of the school to work transition program is to help students learn competencies which can be used in the process of looking for, obtaining or retaining employment.

60%	Job Placement
85%	Positive termination (Job Placement, enlisted in the armed services or enrolled in advanced training)
90%	Satisfactory completion of employment competencies.

I also have copies of the final narrative summary for Program Year 87 - July 1, 1987 through June 30, 1988.

JTPA SERVICE DELIVERY AREAS


Service Delivery Area I
Service Delivery Area II
Service Delivery Area III
Service Delivery Area IV
Service Delivery Area V
Cheyenne
Rawlins
Decatur
Norton
Phillips
Smith
Jewell
Republic
Washington
Marshall
Nemaha
Brown
Doniphan
Sherman
Thomas
Sheridan
Graham
Rooks
Osborne
Mitchell
Cloud
Clay
Pottawatomie
Jackson
Atchison
Jefferson
Leavenworth
Wyandotte
Wallace
Logan
Gove
Trego
Ellis
Russell
Lincoln
Ottawa
Riley
Geary
Wabaunsee
Shawnee
Douglas
Johnson
Greeley
Wichita
Scott
Lane
Ness
Rush
Barton
Ellsworth
Saline
Dickinson
Morris
Osage
Franklin
Miami
Hamilton
Kearny
Finney
Hodgeman
Pawnee
Rice
McPherson
Marion
Chase
Lyon
Stanton
Grant
Haskell
Gray
Ford
Edwards
Stafford
Reno
Harvey
Coffey
Anderson
Linn
Kiowa
Pratt
Kingman
Sedgwick
Butler
Greenwood
Woodson
Allen
Bourbon
Morton
Stevens
Seward
Meade
Clark
Comanche
Barber
Harper
Sumner
Cowley
Elk
Wilson
Neosho
Crawford
Chautauqua
Montgomery
Labette
Cherokee

The purpose of the Act is to provide job training to adults and youth who are economically disadvantaged or have other barriers to employment, such as displaced homemakers, dropouts, handicapped people, and the like. Job training services include on-the-job training, employer outreach, employability assessment and job development, and job search assistance. In addition to responding to the needs of the economically disadvantaged, part of the Act responds to the needs of dislocated workers.

8% JTPA/Education Coordination
FY 89 - PY 88
Service Delivery Area I

Service Provider	# to serve	Description of Service
USD #308, Hutchinson	25	To provide basic skills training, job attaining, and retaining skills and self-concept enhancement to economically disadvantaged youth to improve their employability.
USD #393, Solomon	30	To develop employment skills and work maturity skills for special needs students enrolled in the JTPA program.
Liberal AVTS	20	To implement a program to improve the employment competencies of economically disadvantaged as a result of withdrawing from school before receiving a high school diploma.
Barton Co. CC	50	To reduce or prevent dependency on public assistance by improving the employment skills of economically or otherwise handicapped persons.
Dodge City CC	30	To provide vocational and basic skills assessment, specific skill training/ on-the-job training, and placement in either subsidized or unsubsidized employment to eligible SRS clients.
NW Kansas Ed. Service	50	To provide the necessary resources to help special needs students to learn the basic skills and help them apply those skills to adult survival skills.
South Central Kansas Special Ed. Coop	16	To offer competency-based vocational training for handicapped students who are high risk of dropping out of school.
Total	221	

8% JTPA/Education Coordination
FY 89 - PY 88
Service Delivery Area II

Service Provider	# to serve	Description of Service
USD 364, Marshall Co. Special Education Coop.	30	To teach the pre-employment skills in the "A Model" and to assist in obtaining work opportunities for the students enrolled.
USD 442, Nemaha Valley	20-25	To prepare students for the world of work by using the JTPA Youth Employment Competency Model
USD 488, Axtell-Bern Summerfield	15	To continue the school-to-work transition that allows rural disadvantaged students to explore career opportunities.
USD 497, Lawrence	20	To enroll JTPA eligible youth in a transition to employment program that will provide them with classroom instruction of pre-employment competencies and work experience on the job.
USD 501, Topeka	150	To administer educational assessments and provide instruction in basic skills, GED preparation, English as a Second Language and life skills.
Total	235-240	

8% JTPA/Education Coördination
FY 89 - PY 88
Service Delivery Area III

Service Provider	# to serve	Description of Service
KCAVTS #1 Vocational Exploration Program	180	To assist youth in the process of selecting a career and improving the basic skills needed for success in business and industry.
KCAVTS, Argentine Services	70	To provide opportunities for high-risk youth to develop work maturity skills and increase employability by improving basic academic and survival skills and by securing supervised employment.
St. Mary College	50	To provide training to youth and adults in the area of employment enhancement and to provide preparation for passage of a high school equivalency test.
Total	300	

8% JTPA/Education Coordination
FY 89 - PY 88
Service Delivery Area IV

Service Providers	# to serve	Description of Service
USD 259, Wichita (SER)	40	To offer basic education, GED preparation or occupational training to teens and young parents at risk of becoming long-term AFDC recipients.
USD 259, Wichita (YWCA)	40-50	To prepare people to find jobs through the use of a core curriculum of classroom training with a menu of extended options.
USD 260, Derby	30-40	To help dropouts who have returned to school find employment and overcome barriers to completing requirements for high school diploma.
Wichita AVTS	800	To provide vocational assessment services to eligible JTPA clients in SDA IV including the city of Wichita.
Butler Co. CC	50	To continue a youth dropout training program with literacy, pre-employment/work maturity and occupational specific skills training offered.
South Central Kansas Special Ed. Coop	16	Refer to SDA I for explanation.
Total	976-996	

8% JTPA/Education Coordination
FY 89 - PY 88
Service Delivery Area V

Service Provider	# to serve	Description of Service
USD 445, Coffeyville	30	To continue the school-to-work transition program entitled "Youth and Business Training Program."
USD 446, Independence	30	To provide a combination pre-employment and school-to-work transition program.
Southeast Kansas AVTS	50	To provide basic skills/ remediation, pre-employment and work maturity skills to JTPA participants.
Allen Co. CC	80	To provide assessment and placement for adults and establish a 2+2 program with area high schools to serve disadvantaged youth.
Coffeyville CC	25	To develop a comprehensive competency-based program to recruit, assess, counsel, train and place unemployed or underemployed women.
Labette CC #3 (Electronics)	15	To provide eligible individuals with the necessary skills, training, work experience and supportive services to allow employment in electronics.
SE Kansas Regional Service Center	12-24	To establish five small group vocational training stations with business/industry that will train students on job skills.
Total	242-254	

KSDE
Kansas State
Department of
Education

FINAL NARRATIVE SUMMARY

JTPA/Education Coordination of 8% Programs

funded under

Section 123

of the

Job Training Partnership Act

for

Fiscal Year 1988

Prepared by: Carolyn Olson
October, 1988

An Equal
Employment/Educational
Opportunity Agency

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SDA I

1-8-01-88 **Special Needs Vocational Training Project**
USD 308, Hutchinson Public Schools

Vocational interest and assessment was provided, as well as basic instruction in communication and math. A specialized course in computer literacy and a pre-employment skills class were available. A two hour vocational block, rotating every nine weeks, provided handicapped students with courses in money management, food management, practical work skills evaluation and non-paid work training within the community. Successful completion of these components leads a student to a work maturity or youth try-out program. This can be followed with unsubsidized employment. On-the-job training was anticipated, but not utilized.

Because of the high rate of successful placements, the participants and community both prospered. The school was provided a new vehicle to offer vocational training and placement for disadvantaged and handicapped students.

A great deal of the success of this program can be linked to the excellent communication and coordination with the local JTPA representative.

A curriculum was developed for secondary age educable mentally handicapped students which has implications for the JTPA project. Two major aspects of this project make it unique. First was the dual emphasis on the handicapped and the disadvantaged. Although the project included both groups, it provided for the individual vocational needs of each group. Second was the development of a two-hour vocational block for handicapped students. This block utilized the individual talents of five EMH and TMH teachers and a special needs coordinator to offer a multi-faceted training program.

1-8-02-88 **JTPA School Training Program**
USD 393, Solomon High School

Through this program the students received individual career counseling, learned basic survival skills for living on their own and work maturity skills. Because of the family situations many of these students also were in need of private counseling sessions which was provided by the JTPA counselor.

Through the JTPA classes and training program, 98% of the students obtained a satisfactory or better on the pre-employment skills and the work maturity skills.

All students completed a job kit which contained a cover letter, resumes, and application forms. They also completed a workbook on filling out forms. This included all forms needed for living on their own.

Students from both schools attended field trips to area colleges and industries to see future job possibilities. Students visited Salina, Hutchinson, and Wichita.

Outside presenters spoke about various careers on Career Day. Each student attended three sessions to hear presentations in the area of their interests.

The impact of the program was two-fold. Those students who have school-related jobs learned the importance of good work habits and made a positive impact on their school systems. These students also gained self-confidence and spending money from their part-time jobs. The students learned to budget their money and many of them were able to save some money and/or were able to pay for some of their school expenses.

Through good public relations, the JTPA program is becoming well known in the two communities. Many employers call to ask if there are students who are looking for jobs.

The JTPA program provided seven work sites for the students this year. Through the program the students learned how to fill out application forms, go through an interview and work maturity skills. The students also learned self-confidence and gained satisfaction by succeeding in some work area. Several of the students changed their negative attitudes and behavior as a result of their jobs.

1-8-03-88 **Competency Based Vocational Training for the Handicapped**
South Central Kansas Special Education Cooperative, Iuka

Each classroom teacher provided the instruction in pre-employment competencies. Classes were offered with pre-employment competencies integrated into those classes. Some of the classes were titled Careers, Survival Living, and Workstudy.

The participants became more aware of different careers and jobs. Each participant was required to complete a work site application and to be interviewed by their work site supervisor. This experience gave them firsthand knowledge of the steps involved in securing a job.

The computers in the classrooms opened a whole new avenue of learning for the special needs student. Computers gave the teachers a new and different method of presenting material to the students. The computer became a motivating tool with students who were turned off from learning. The vocational computer disks provided a method of delivering pre-employment training to the participants.

The student also benefited by using the computer for reading and math. Some participants had not been able to access a course involving the computer. Therefore, the computer in the classroom allowed several participants to become acquainted with how to operate a computer, and they would not otherwise have had this opportunity.

The communities have been very supportive of the program. Up to this point, every student who would benefit from a work site has been placed at one. In some instances the work sites have been pleasantly surprised at the capabilities of the special needs students.

One employer stated that if the student had not been connected with the school program, he would not have given the student a chance. The student has proven that he has better skills and work habits than some of the full-time employees.

The most important product that resulted from the program is the changing of attitudes toward handicapped students by people in the community.

1-8-04-88 **Vocational Assessment, Training, and Placement for SRS Recipients**
Southwest Kansas AVTS, Dodge City

The program consisted of three major areas of training: a) vocational preassessment, b) classroom training, and c) on-the-job training. Emphasis was placed on designing individual programs to meet the client's specific needs as identified through the assessment process. Vocational assessment consisted of providing information about the clients in three major areas: basic education skills (reading and math), vocational interests, and vocational aptitudes. Classroom training consisted of providing short-term specific skills training. On-the-job training consisted of providing a client with job training on the work site. The general procedure that was used included: a) initial enrollment into the program, b) administration of vocational assessments, and c) placement in either classroom training or on-the-job training. Determining whether a client was placed in classroom training or on-the-job training was based on the information provided by the vocational assessment and the client's future plans. The specific type of classroom training included: secretarial science, business/computer science, certified nurse's aide, accounting clerk, floral designer, and chef. On-the-job training was provided in the following areas: construction, day care, accounting and cooking.

Twenty-five individuals received vocational assessment, job seeking and job keeping skills. Fourteen individuals entered the job market in full or part-time employment. Of those fourteen, six had been in classroom training; five had been in on-the-job training; and three were directly placed in the job market. The community was provided with qualified employees who were able to meet the needs of local businesses. Seven other individuals received specific skills training to facilitate and improve their employability prospects.

This program contained unique features by providing vocational assessment to give clients information concerning their strengths and weaknesses so that they could direct themselves toward classroom training or on-the-job training in order to attain a successful career. The program at the SWKAVTS helped a client from step one to the final objective. Another feature of the program included identifying and helping Social and Rehabilitation Services recipients.

1-8-05-88 **Project Employment**
Barton County Community College, Great Bend

The type of training offered by this program varied with the assessment of each applicant. Training modules utilized were as follows: GED; job seeking skills; and job specific vocational training in certified nurse aide, licensed practical nurse, auto-diesel mechanics, drafting, general clerical, and criminal justice.

Applicants were assessed following referral from SRS and enrolled in the program when they began training.

Thirty-five persons who were previously receiving SRS assistance are now gainfully employed and contributing members of society.

Forty-two percent (42%) of those enrolled became employed at the end of their training.

Nineteen percent (19%) are continuing training and will remain on the grant; 2% are seeking employment and expected to become employed; 30% completed competencies but did not find employment; 7% failed to secure employment or to complete competencies.

The adult hourly wage at placement was $4.38.

The adult cost per entered employment was $403.52.

Excellent coordination with the local community work experience program and vocational rehabilitation programs made the program successful in Barton County. We expect that the same kind of coordination will be possible with the KanWork project and will contribute to its success.

The Employment Coalition meetings, in conjunction with the Job Seeking Skills class, gave students a chance to interact with actual employers to learn what employers want from employees.

SDA II

2-8-01-88 **School-To-Work Transition**

Marshall County Special Education Cooperative, Marysville

All objectives have been met according to the timelines in the grant proposal. They enrolled a total of 31 students. The grant proposal had been estimated as enrolling 30. They were very successful in obtaining unsubsidized employment for students.

The project provided training in pre-employment and work maturity for all economically disadvantaged and special education students 16 and over. They used the A-Model's benchmarks and objectives as a basis for the program and added other information. All secondary special education teachers participated as well as the vocational aide in providing training. All students worked at the In-School Store gaining experience in change counting, inventory, receipt writing and customer service. The vocational aide worked with the JTPA representatives to obtain employment and/or work experience for the students. Eighty percent of the students enrolled were placed in some type of employment.

Both boards of education and superintendents endorsed the program and are committed to expansion and improvement. Several businesses in the three local communities have joined as worksites with many other businesses willing to participate next year. Throughout the year students have become interested and enrolled in the program. Coordination with JTPA has been very good this year from the local level to the state level.

2-8-02-88 **Youth and Business Program**

USD 497, Lawrence High School Extension Program

The core of the curriculum was the JTPA pre-employment/work maturity competencies. Participants at the alternative high school who completed program requirements (45 hours classroom training and 90 hours on a job) received one semester credit. Instruction was individualized with emphasis on experiential learning activities including video programs, computer programs, field trips, and community resource educators. Training at the GED center was entirely individualized and completed according to the students' needs and availability.

Students had multiple barriers to employment. Even though Douglas County has a low rate of unemployment, these students had difficulty in getting a job. This program provided knowledge on how to obtain employment. Many students had never had a job interview before and many of them needed help with improving self-confidence and motivation. This program helped them with all of these needs.

The community has been extremely supportive. The program has an active community advisory committee and approximately 15 additional businesses have helped as community resource educators.

The local television station did a two part series about the program which has also helped with community awareness.

2-8-03-88 **Topeka Comprehensive Competencies Program**
USD 501, Topeka Public Schools

The Topeka Comprehensive Competencies Program met its objectives by upgrading the existing instructional equipment and materials of the Topeka Assessment and Instruction Project (TAIP), expanding the instructional programs of TAIP, and improving the reporting of student progress to JTPA. Twenty-nine JTPA clients were assessed and placed in instructional programs using CCP-recommended diagnostic tests and materials.

Using CCP-approved assessment instruments, clients were tested for mastery of academic competencies. These diagnostic tests were completed on cards, which in turn were scanned by an optical mark reader. Based on a computer analysis of the results, clients were subsequently given level and unit mastery tests to pinpoint which sub-skills caused a test to fall below eighty percent. Plans and profiles, a lesson format developed by CCP, were then formulated specifying which skills needed improvement. Print, audio-visual, or computer materials sanctioned by CCP were used for remediation.

CCP's instructional component permitted the 29 JTPA clients to acquire or improve the academic competencies needed for employment. Incorporation of CCP into the Topeka Assessment and Instruction Project resulted in faster and greater grade gains by these 29 JTPA clients in basic skills than was otherwise possible in a conventional instructional system. Through its management information system, CCP allowed more efficient and systematic tracking of student progress. In conjunction with the local SDA office, CCP conducted community outreach through brochures, participation in local literacy campaigns, and media coverages to increase community awareness of and involvement in JTPA services and literacy resources.

Maintained regular contact and coordination with the local SDA/PIC offices by telephone calls, written communication and conferences to apprise JTPA concerning clients' academic progress.

Through its structure and activities, the Topeka Assessment and Instruction Project has emphasized the following features:

a. A computerized scoring of entry and mastery tests;

b. Computer-generated plans and profiles specifying nature and sequence of skills in need of remediation; and

c. A computer-based Management Information System to track student progress, store data, and generate reports.

2-8-04-88 **Topeka Assessment and Instruction Project**
USD 501, Topeka Public Schools

The Topeka Assessment and Instruction Project met its objectives by administering an educational assessment to 118 project participants as requested by JTPA, providing instruction in basic academic skills, offering GED instructional and testing opportunities to qualified JTPA clients, and offering instruction to improve the reading, writing, and speaking skills of those JTPA clients for whom English is a second language. One hundred-one (101) JTPA clients participated in instructional programs. Thirty-two (32) JTPA clients passed the GED exam.

The Topeka Assessment and Instruction Project provided comprehensive educational assessment and individualized instructional programs in basic academic skills, GED readiness, and English as a second language (ESL) for JTPA clients. GED testing opportunities were also made available to qualified JTPA clients.

Coordination between the project and JTPA was maintained by regular monthly meetings to review project activities. In addition, JTPA representatives held weekly in-take sessions at the Learning Center. Written reports were submitted by the project to inform JTPA of assessment results and educational progress for each client. Continuous telephone contact with the project also enabled JTPA to monitor individual clients and discuss matters of mutual concern.

Through its structure and activities, the Topeka Assessment and Instruction Project has emphasized the following features:

a. A non-traditional educational setting which created an informal, nonthreatening atmosphere for staff-client interaction;

b. Flexible scheduling of assessment and instruction which enabled clients to establish individual schedules, including the option of attending classes in the evening;

c. Open entry/open exit which permitted clients to begin and end their participation as appropriate;

d. Project services provided on a twelve-month basis;

e. An adult learning center open 8 hours during the day, Monday - Friday and 2 hours in the evening, Monday -

Thursday, which increased opportunities for participation in project services;

f. GED testing opportunities both during the day and once monthly in the evening;

g. Adult-oriented materials for assessment and instruction, including the lowest basic skills level;

h. Comprehensive educational assessment in basic academic skills, English as a second language, and GED readiness to determine functional level and areas of academic deficiency;

i. Delivery of instruction using a variety of audio-visual aids (video programs, cassette players, records and filmstrips, and computer programs);

j. Individual learning plans which organize instructional activities; and

k. Prescriptive instruction which focused on remediation of academic deficiencies identified by the educational assessment.

2-8-05-88 **Project EQUITY**
Highland Community College, Highland

In order to meet the needs of economically disadvantaged "high risk" youth, an intrusive strategy was implemented to meet their cognitive and effective needs. The strategy chosen was JTPA Youth Employment Competency System: A Model.

After youth were identified, they completed eligibility forms and they were submitted to the Atchison JTPA Office for certification and approval. Within four weeks following certification of their eligibility, the youth received an initial assessment from the college.

An Employability Developmental Plan (EDP) was written for each youth. This outlines the activities they would complete. The competencies, benchmarks, and standards were explained at that time. The youths all began with the Pre-Employment Skill training component. The competencies were set by . . . A Model. Pre-Employment Skills consisted of career decision making (world of work awareness; self awareness; labor market knowledge; understanding of specific occupations of interest; and career and educational planning) and job getting skills (job search techniques; job interviewing skills; and employment application skills).

The primary workbook for Pre-Employment and Work Maturity Skills training was Preparing for the World of Work. They also used ACT DISCOVER for High School Students for: assessing their skills; gathering occupational information; making decisions; drafting educational plans; and practicing skills necessary to get a job (preparing a resume, application letter, filling out an application form, etc.).

The classes were designed to comply with the time schedule of the youth. Classes were held during the school day at Highland, Denton, and Horton. Other classes were held on Saturdays. All youth who were enrolled in the JTPA Summer Youth Program, and had not yet gone through Project EQUITY, were required to go through the program on two Saturdays preceding their work experience.

At the conclusion of the Pre-Employment Skill training, youths were assisted in locating employment. Thirty-one of the 38 youths secured summer employment opportunities. Each employer was interviewed as to whether the youths were displaying adequate work maturity skills.

Of the 38 enrollees, 31 found employment. The program has helped the youths by increasing their self-esteem and employability opportunities, and remediating and strengthening their basic skills.

The community and school benefited because the youths had a better opportunity to become more productive partners in the community. Due to increased self-image and increased maturity, disruptive social behavior diminished. By increasing their chances of staying in school longer, there was an increased probability of the youths holding more stable jobs, thereby relieving dependence on social services. A more productive worker also contributes to the local economy through increased purchasing power and payment of taxes.

SDA III

3-8-01-88 **Assessment/Basic Skills Center**
Kansas City AVTS, Kansas City

The Assessment Center has provided both the individuals being tested and the referring agency with concrete information upon which to base choices about occupational training and career choices. Aptitude tests, achievement tests, and interest surveys as well as current career information and a series of motivational videotapes have been used to encourage individuals to consider their lives, their choices, and their values as they relate to the work world.

The participants have expressed appreciation for the information presented and generally have regarded the experience of the Assessment Center as positive. In general, testing of post-high applicants is estimated to be up 50% over previous years. This can be attributed to the Assessment Center providing a useful and desirable product to the community. The instructional staff has also been favorable in their response to the availability of background information on their students. Objective information about a student's basic skill levels has enabled the instructors to take the corrective actions (referral for reading/mathematics help) necessary to help students successfully complete their programs.

The local JTPA office had almost daily contact with KCK AVTS concerning the progress of participants referred to the Assessment Center. However, referrals from JTPA stopped in November of 1987, with only 158 persons officially from JTPA. Contacts were initiated with the local JTPA office as well as with other human services organizations (MOST, Vocational Rehabilitation, REAP,, SRS, Veteran's Administration, etc.) A public information campaign was coordinated by the Public Information representative of KCK AVTS.

3-8-02-88 **Employment Enhancement Training**
St. Mary College, Leavenworth

When students enter the JTPA program, they are counseled about their short and long term career goals, their interests, skills, and work experience. Students are also provided with a specific list of competencies that must be covered before completing their program. This list follows the JTPA Youth Competency Model. Students work on these either alone or with the help of the instructor. As the individual completes each section, it is recorded by the instructor and then the student moves on to the next item.

A majority of the career counseling is done on the computer. This is updated annually to meet the employment needs in the state of Kansas. Each student spends several hours on the computer to develop a personalized career plan. Individual counseling follows to develop the student's actual goals.

While working on the employment segment, students are concurrently working with the GED instructors. This GED preparation is mainly one-on-one tutoring. Part of the initial intake is an academic assessment followed by a course of study to allow the students to progress rapidly.

The community benefited because the program better prepared job seekers and assisted with enhancing their self-image. The JTPA students entered the job market with more information on job opportunities, with more realistic attitudes about work and job opportunities, and with a better match between their skills and job opportunities.

The Saint Mary College Outfront Adult Basic Education program which instructs the JTPA students and helps them obtain GEDs has an outstanding staff. This program is highly individualized and gives each student the attention and reinforcement necessary to accomplish the goals pursued.

3-8-03-88 **Remediation, Job Training, and Self-Concept Training Program**
USD 500, Kansas City at the Cooperative Urban Teacher Education Center, Inc.

The purpose of the summer remedial program was to enroll teenagers deficient in English and mathematics and to improve their employment capabilities. It was believed employment would be achieved if each student completed a self-concept program along with the basic skills program.

The students completed a "Getting and Maintaining a Job" program to determine their own strengths, weaknesses, attitudes about work, and skills possessed. They were taught how to read want ads, interview, prepare for the interview, and complete job applications, etc. Field trips were taken and outside speakers secured. Students demonstrated they had significantly more insight about employment and employment skills at the completion of the program. All students showed improvement in the skills of spelling, writing, and basic mathematics as well as attitude and dress.

More than 50 students enrolled in the program, but after the students and their parents learned the students were not getting paid as were students in another one of our programs, only 27 officially enrolled and completed the program.

All of the objectives were met at varying degrees by the participants and all 27 entered school. We have learned that several now have part time jobs.

The total impact will probably remain unknown, however, an obvious change had occurred in attitude, dependability, punctuality, and grooming.

The coordination with JTPA remained excellent even though the involvement was lessened due to no available jobs or monies for attending school.

3-8-04-88 **Education and Employment Training Program**
Kansas City AVTS at Argentine Youth Services

The Alternative Education Program is one of the few programs offering individualized instruction especially designed for youth whose behavior and/or learning problems have interfered with success in public school placements. It is one of the few programs offering both credit and GED classes.

The Job Placement component offered open-entry pre-employment skills training and Job Seekers Club activities, allowing youth to receive services when needed, not just when classes were offered.

The program provided a valuable service by offering credit classes and job placement assistance to 14 and 15 year olds. Other services important to the success of our clients included providing JTPA intake assistance to clients and providing transportation when no other resources were available.

Combining these unique features with the social service expertise of Argentine Youth Services enabled youth with numerous barriers to employment to be served. The approach to clients provided the caring, counseling, and follow-through necessary for success, and this program has become an integral part of the continuum of services for troubled youth.

Training included the following activities:

1) Remedial education classes included individualized instruction in basic academics and training in work maturity skills. Students earning school credits attended classes all days and students preparing for the GED attended half-day classes.

2) Work Supervision provided paid employment performing custodial work at the AYS offices and emphasizing on-the-job work maturity skills training.

3) Job Placement included individualized pre-employment skills instruction, development of job opportunities, job seekers club, transportation assistance, and follow-up contacts.

The program provided positive interactions and successful experiences needed to help youth build the self-esteem needed to meet educational and employment goals. The students who attended school regularly and received passing grades for their work had not been successful in their previous school placements. Job seekers received the instruction, counseling, and support they needed to enter the job market with increased confidence. As clients began to succeed in the program, their friends, relatives, and neighbors also came seeking help in finding a job or finishing school. The public schools, Juvenile Court, SRS, and other referring agencies relied on the program to provide essential services to many of their clients. There were several cases where education and/or employment training at AYS were the only alternatives to court or state placements, and the clients' success in our program kept them in school or on the job in the community.

SDA IV

4-8-01-88 **Equipment/Literacy/Employment (PALS Lab)**
USD 259, Wichita Continuing Education

Due to project delays, program objectives were modified to serve 40 JTPA eligible adults and 14 JTPA eligible youth. The total served was 32 adults. Due to the delay factor, the project is committed to continued service to the targeted population. As of July 15, 1988 there were five additional adults who will presumably meet JTPA guidelines to be enrolled.

Low level reading (0 to 6th grade level) students were given reading instruction through the use of the IBM PALS Software Package. This package included intense training in phonics, keyboard skills, writing skills, and provided the student with computer experience.

The PALS Lab has provided another learning vehicle to the very lowest level readers. By offering a different learning method we are able to help students who are unable to learn with the traditional classroom techniques. This has greatly enhanced the range of services offered to local students and, consequently, provided a greatly needed service to the community and society.

On-going coordination and communication has been maintained with the SDA through its administrative agent and with the JTPA/Education Coordination unit direct.

The PALS Program provides an opportunity to adapt high technology to low level education. More specifically, it gives students the opportunity to interact with the computer, providing constant one-on-one instruction.

4-8-02-88 **Diversified Clerical Training**
USD 259, Wichita Continuing Education at the YWCA

Two short-term (5 weeks and 6 weeks) training sessions were completed. Twenty people successfully completed the training including achieving competency in pre-employment skills based on the JTPA Youth Competency Model and a 40-hour work site training experience. Seventeen were successfully placed in jobs.

Students received 130 hours of classroom training in 5 areas:
1) Customer Service Training
2) Remedial Training
3) Clerical Enhancement
4) The Personal Profile
5) Pre-employment Skills

Students also participated in 40 hours of work site experience. Work sites were developed based on the students occupational interest when possible. Students were given the opportunity to

(1) learn on the job, (2) develop confidence and work information to discuss in job interviews, and (3) to establish a work reference.

The unique features of the program included:

a. The opportunity to build quickly and effectively on marginal or outdated existing skills. To make a person competitive in as little as six weeks.

b. The curriculum was based on a combination of needs identified by local employers. It was discovered that by combining a directed job goal and on-going pre-employment training and individual problem solving, students were able to succeed in the intensive training curriculum to make them employable in a very short period of time.

c. The work site experience proved to be a very essential part of the training for many students. Several students received jobs based on an excellent recommendation from their work site employers. Another group of students was able to identify previously unsolved problems that they could resolve before entering employment.

   Most students reported an increase in confidence which reflected a better interview experience and a more assertive approach to their job search.

4-8-03-88 **JTPA Assessment System**
Wichita AVTS, Wichita

The objective for this program was to serve each client referred to the center by referring JTPA agencies for testing/assessment procedures. Each client referred to the center as assessed in a timely manner, with a resulting report forwarded to the referring JTPA employment specialist within five working days. The assessment center's goal for FY 88, as revised, was to serve 600 clients. Actual numbers show that of the 685 who were referred to the center for services, 545 showed and 402 were enrolled. In addition, 742 youth tests were scored and analyzed.

The impact of the program was in furnishing the client's employment specialists with factual objective data on their clients for use in better employability planning. If this data were utilized, it resulted in training/job placement which enabled the client the best opportunity for vocational and employment success.

Coordination with JTPA program directors and JTPA referral staffs was excellent. Whenever new JTPA employment specialist were hired, this center furnished an orientation for that individual which included the function of this center, Assessment/Testing activities, and the resulting reports.

The products of this center's activities were the vocational profiles of JTPA clients that were provided to their employability specialists (case managers).

Factual data (objective performance measurements) is accumulated through the use of standard tests and vocational worksample systems (primarily Valpar). This data is then reported back to the referral employment specialists to utilize in vocational planning for their client. Through the analysis of the data, the case manager and client knew the individual's interests, aptitudes, and skills.

4-8-04-88 **First Move**
Butler County Community College, El Dorado

First Move offered a 7-hour a day program, 5 days a week, for 3 months. The schedule and procedures included: GED for 2 hours daily, utilizing 1:1 tutoring and individual placement in materials at the person's own achievement level; pre-employment for 2 hours daily, utilizing group discussion, 16 hours of job shadowing, and 16 hours of community service; and entry-level office skills for 3 hours a day, utilizing word processing equipment and individualized instruction in elementary typing, ten-key, and basic computer literacy.

First Move recognized the need for a counselor early in the program year. In Group I, 7 out of 10 dropped for personal reasons and needs. FM requested monies for a counselor, who was added to staff in March 1988. Out of Groups II and III, only 1 in 13 dropped due to personal needs or for any other reason.

Having a trained counselor on staff has impacted all remaining participants in a most positive manner. Not only does the counselor coordinate supportive services, but she also teaches trainees to access these services for themselves.

Some unique features of the First Move program include:

- Many programs do not offer comprehensive services to an already "failed" population. We do. We address literacy needs, job training needs, support needs. Our program is labor intensive and demanding, but well worth the effort.
- The community service component is well structured and receives a great deal of positive feedback from the community. The trainees gain much confidence and satisfaction in completing the component, helping to "earn" their way in the program.
- While strenuous, the office skills component is very thorough and gives trainees a good basis for going further in this field or gaining employment.

SDA V

5-8-01-88 **Youth and Business Training Programs**
USD 445, Field Kindley High School, Coffeyville

Participating students worked with the career coordinator in career seminars, field trips, small and large group sessions, and one-on-one counseling sessions. In these sessions the participant explored their special aptitudes, abilities, interests and goals, and related these to an occupation. Other sessions involved improvement of job attainment competencies, such as completing applications and job interviews.

Working can nourish self-esteem and give students a feeling of belonging, in spite of the hardships confronted at home and in their neighborhoods. Employment opportunities need to be a part of any drop-out prevention effort. A job motivates students to attend school and obtain a diploma. Professional experiences can teach students the values of responsibility to others, punctuality, and discipline. The opportunity to secure a part-time job can be stabilizing to students who are living in turmoil. The employers act as a bridge from the school to the community and enable many students to gain self-worth and a feeling of accomplishment. The program allowed the minority students to gain employment and training at a rate of 93.7%.

The most unique feature of Field Kindley's program is that it is limited to only twelfth grade students. This allows the coordinator to work with students that will be entering the job market on a full-time basis upon graduation and, consequently, have a greater need for the program. Another unique feature of the program is the opportunity to reinforce job skills with handicapped students. The program also allows training and counseling for minority students.

5-8-02-88 **Youth and Business Training Program**
USD 446, Independence High School, Independence

Each student completed a pre-assessment in accordance with the pre-employment competencies. The employability training was accomplished through a variety of approaches which included small groups, large group seminar meetings, and individual conferences. The emphasis of the training is on experiential learning. This is accomplished by involving community business people with the students, field trips, and career seminars. The highlights of the training included a career fair, mentor sessions, mock interviews, job site practice interviews, having employment applications and resumes evaluated by employers, and working on basic education as needed.

The program places emphasis on providing the participants with the job attainment skills and self confidence to go out and gain employment on their own merits. This approach has proven successful in that 24 out of 30 or 80% of the participants obtained employment through direct job placement.

The obvious impact of the program on the participants was their ability to obtain employment. The success of the program comes when the students learn to become self supporting. During the year it was very rewarding to see the students proudly inform me that they got the job! Especially rewarding is seeing the hard-to-place youngster gain employment. One could see obvious growth in personal confidence and self esteem. The total partnership between students, school, and the community are components needed to make this program really work as it is.

5-8-03-88 **Assessment and Remediation in Literacy/Employability Competencies**
Southeast Kansas AVTS, Columbus Division

Literacy competencies were obtained by pre-testing all participants with the TABE locator test. All students who tested below the 9th grade reading and/or math level were tested with the TABE tests in the area in which they were deficient. In addition, students who did not have a high school diploma were tested and began studying for the GED test. Those participants who needed literacy competencies were enrolled in the Comprehensive Competencies Program.

An Employability Unit was presented to all graduates and second semester students. Pre-employment profiles were completed for each student. Every student prepared a letter of application and a resume and filled out a job application form. Word Processing students prepared photocopy-ready resumes and letters for all trade students.

For Computer Literacy, all Information Processing and Graphic Arts students were given a structured Computer Literacy course with pre- and post-tests. Students in Machine Shop and Auto Mechanics received training on computerized equipment within their skill areas. Other students taking remedial instruction in the CCP center became acquainted with computers.

Living Skills for all women students was taught by the Home Economics teacher. Pre- and post-tests were taken. Male students in Information Processing piloted a Living Skills class for men taught by the Microcomputer Applications instructor. Plans are made for expanding the class to include all JTPA participants. Guest speakers, audio-visual materials, and role playing were used.

All participants were rated on Work Maturity competencies which included Life Skills by their regular classroom teachers. The Guidance Counselor and Information Processing instructors gave every graduate and second semester student complete training on Pre-Employment and further Work Maturity instruction.

Participants benefited from training received through the CCP Lab. Previously, students were asked to attend evening GED classes, but this was impossible to enforce. With time provided during the school day, an increase was shown in students completing the GED and passing at least one section of the test. Great gains were shown in several female and male participants because of the Living Skills classes. All students benefited from having photocopy-ready resumes prepared and a model letter of application available.

Funding for the teachers' aide, who directs the CCP lab, has an impact on the entire school. The aide is available from 7:30 a.m. until 4:00 p.m. everyday. Students were able to make-up time with meaningful exercises. Fifteen JTPA participants and three other special needs students passed their GED's this year. Another three students passed more than one test. This had a positive impact on those students.

The community has benefited from the addition of the Employability Unit of instruction. Graduates of the program are aware of what it takes to get and to keep a job. The awareness of attendance stressed at the school and the job attitudes stressed in the shop and lab classes will benefit employers because the graduates they hire will have less absences.

5-8-04-88 **Women in Transition**
Coffeyville Community College, Coffeyville

Employability Development Plans were designed and written for each of the 31 participants and submitted to the local JTPA representative. Each participant was evaluated for supportive service needs such as child care, transportation, and tutoring. Arrangements were made through CCC's Group Day Care to provide any child care needs. Mileage money was provided to those participants driving from out-of-town areas. One-on-one tutoring was provided through the Adult Basic Education Center and CCC's Learning Lab.

All participants were evaluated for progress and performance in their individual vocational training programs every six weeks. Classroom evaluation information was compiled by program staff and submitted to the local JTPA office. Pre-employment and work maturity skills training was provided through a two-credit-hour class entitled Job Search Skills, which was taught by the program coordinator. JTPA employment competency system was utilized as a model for minimum competencies to be achieved. A three-day employability enhancement seminar was taught by the project coordinator in May for nine individuals.

Job placement activities and job placement were an on-going effort by program staff and local JTPA representative. Of the 31 participants in the 1987-88 project year, 24 completed their training, 18 have been placed in either full-time or part-time employment, two are on hold and are pursuing employment possibilities, and four were negative terminations due to disappearance, pregnancy and/or lack of motivation. Seven will be carried over into the 1988-89 project year to enable them to complete their training programs. At the present time our placement rate is 75%. Upon placement of two remaining participants still seeking employment, we will have an 83% placement rate. Job placement activities were also initiated through the Job Search Skills class which began with videotaped mock interviews to prepare participants for the interview process.

Basic skills education was an important component of each EDP. Basic skills assessment results were utilized in determining enrollment in reading, math, and language skills instruction through the Adult Basic Education Center and through the Developmental Department at CCC. Basic math classes were provided at the Southeast Kansas Vocational Technical School by ABE program staff. Those participants who were non-high school graduates were enrolled in GED preparation instruction as a component of their EDP. The following training programs were provided to participants: Geriatric Aide, Medication Aide, Nursing, Word Processing, Computer Programming, Data Entry, Accounting, Secretarial/Clerical, and Industrial Electronics. Training program selection was determined by survey results for those areas which would have the greatest potential for placement in the local marketplace. Placement of participants in a specific training program was determined from vocational aptitude and interest assessment information.

The most outstanding feature of this program is the network of community educational services which has originated as a result of this program. This program has become a viable alternative for SRS recipients, court service clients, and unemployed and underemployed individuals of Southeast Kansas.

5-8-05-88 **Cooperative Remedial Program**
Fort Scott Community College, Fort Scott

The focus of the Cooperative Remedial Program was to increase basic reading and math skills of educationally and economically disadvantaged youth and adults. Adults were to receive assistance to complete vocational programs. While attempting to increase employability potential through vocational programs, participants received basic skills instruction and employability skills learning.

Youth placed in remedial courses at the four high schools; adults and youth enrolled in vocation programs; and youth participating in Fort Scott Community College's basic skills programs (not enrolled in academic programs) were assessed to identify their individual levels of deficiencies in the basic skills of reading and math.

Based on initial assessments, individuals utilized computer assisted instruction under the supervision of members of the Remediation Task Force to remediate deficiencies. For adults and youth who were also enrolled in vocational training, content-specific tutoring as well as basic skills remediation was made available.

Several individuals served also participated in career assessment modules to help identify clear career goals.

This program allowed over 100 educationally and economically disadvantaged youth and adults to increase basic skills competencies and 73 to participate in career assessment. Additionally, approximately 25 youths and adults participated in employability skills seminars.

The five cooperating LEAs involved in the grant have had the opportunity to review a wide variety of materials available for remediation instruction and select software useful in specific areas. Coordination between the LEAs has led to a working relationship which will continue and is based upon a sincere commitment to serve the educationally and economically disadvantaged in our communities.

The four communities involved are now aware of the need for basic skills remediation efforts needed by their citizens, youth and adult. Additionally, each community is acutely aware of JTPA.

The coordination between five LEAs was unique to previous JTPA 8% grants in SDA V. Both youth and adults in four Southeast Kansas communities benefited from one funding source. The project sought to attack employability problems of individuals which resulted from basic skills deficiencies. Not only were basic skills deficiencies of adults addressed, but also those of youth. The design was based on an attempt to not only help adults who are seeking employment, but also to identify young people who are potentially at risk of being unemployable. The focus was to remediate deficiencies in young people to give them a more solid foundation for training to enter the world of work as young adults.

5-8-06-88 **Project Employ**
Southeast Kansas Regional Service Center, Girard

The vocational skills training component that is provided through the project varies depending upon the type of industry that is cooperating with the project. For example, the grocery store that is cooperating with the project allows the students the opportunity to learn stocking work skills while the hospital allows the students the opportunity to learn dish washing skills.

The training procedures utilized at the sites stem from the behavioral approach whereby, specific task steps are identified and the students are taught the task in sequence utilizing levels of instruction.

Sixteen students participated in the training program, the number of objectives each student attempted in training and the percent of objectives completed during their training period ranged from 20% to 100%. Six achieved 100% of the objectives.

Coordination activities with the JTPA representatives were conducted on an individual basis through each work-study coordinator and the area JTPA representative. The coordination activities centered around registration of the students for project participation and placement of the students in competitive employment when II A funds are utilized as apart of the placement process.

The ability of the program to meet vocational training needs of handicapped students through cooperative efforts of education, JTPA and local industries is the unique feature of the program.

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JTPA EDUCATION COORDINATION PROGRAM
ENROLLMENT AND TERMINATION INFORMATION
1987-88

SDA	Service Provider	Referrals	Assessed	Enrolled	Male	Female	14-15	16-21	22-55	55+	Unsubsidized Employment	Continued Training	Other* JTPA Training	Employment Competency Completion	Other	Total Termin.
I	USD 308, Hutchinson 1-8-01-88	26	26	26	15	11	0	26	0	0	12	0	0	14	0	26
	USD 393, Solomon 1-8-02-88	30	30	30	14	16	0	30	0	0	3	1	0	0	0	4
	S. Central Special Ed. Coop, Iuka 1-8-03-88	13	11	11	7	4	0	11	0	0	0	0	1	4	6	11
	SWK AVTS, Dodge City 1-8-04-88	39	25	25	3	22	0	6	18	1	14	0	0	0	7	21
	Barton Co. CC, Great Bend 1-8-05-88	107	62	84	32	52	0	3	81	0	35	0	0	25	6	66
II	USD 364, Marysville, Marshall Co. Spec. Ed. Coop. 2-8-01-88	33	33	30	17	13	0	30	0	0	11	0	3	16	0	*17
	USD 497, Lawrence 2-8-02-88	35	15	13	8	5	0	13	0	0	9	0	1	13	0	*13
	USD 501, Topeka 2-8-03-88	29	29	29	15	14	9	11	9	0	0	0	0	0	11	11
	USD 501, Topeka 2-8-04-88	118	101	101	32	69	1	22	78	0	0	0	1	0	78	79
	Highland CC 2-8-05-88	80	38	38	17	21	0	38	0	0	2	0	29	31	0	*31

SDA	Service Provider	Referrals	Assessed	Enrolled	Male	Female	14-15	16-21	22-55	55+	Unsubsidized Employment	Continued Training	Other JTPA Training*	Employment* Competency Completion	Other	Total Termin.
III	Kansas City AVTS 3-8-01-88	188	158	158	45	113	0	43	115	0	0	0	0	0	158	158
	St. Mary College Leavenworth 3-8-02-88	92	65	36	3	33	0	13	23	0	14	2	3	36	28	*34
	USD 500 Kansas City 3-8-03-88	48	40	29	19	10	29	0	0	0	0	0	0	0	29	29
	Kansas City AVTS, (Argentine Youth Services) 3-8-04-88	135	121	70	57	13	16	54	0	0	29	1	0	9	20	59
IV	USD 259, Wichita Continuing Ed. 4-8-01-88	134	65	32	15	17	0	5	23	4	0	1	0	0	11	12
	USD 259, Wichita (YMCA) 4-8-02-88	175	31	22	2	20	0	1	21	0	12	0	5	22	0	*22
	Wichita AVTS 4-8-03-88	685	545	402	129	273	58	159	181	4			(Not available from this source. Included in SDA report.)			
	Butler Co. CC El Dorado 4-8-04-88	63	22	22	0	22	0	6	16	0	2	7	0	11	0	20

SDA	Service Provider	Referrals	Assessed	Enrolled	Male	Female	14-15	16-21	22-55	55+	Unsubsidized Employment	Continued Training	Other JTPA Training	Employment Competency Completion	Other	Total Termin.
V	USD 445 Coffeyville 5-8-01-88	111	52	30	18	12	0	30	0	0	18	12	2	28	3	*30
	USD 444 Independence 5-8-02-88	91	47	30	17	13	0	30	0	0	24	4	0	29	0	*30
	SE KS AVTS Columbus 5-8-03-88	104	104	104	57	47	0	36	66	2	29	2	0	50	0	81
	Coffeyville CC 5-8-04-88	188	188	31	0	31	0	5	25	1	17	0	1	20	6	*24
	Fort Scott CC 5-8-05-88	45	45	45	34	11	0	30	15	0	11	1	0	27	6	45
	S.E.K. Ed. Service Ctr. Girard 5-8-06-88	21	21	21	10	11	0	21	0	0	5	0	6	8	0	19
	TOTALS	2,590	1,874	1,419	566	853	113	623	671	12	247	31	52	343	369	842

* Participants were terminated in more than one area.

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Senator KASSEBAUM. Thank you very much.

Dr. Angle, who is Director of Kansas Careers.

STATEMENT OF DR. DENNIS ANGLE, DIRECTOR, KANSAS CAREERS, MANHATTAN, KS

Dr. ANGLE. Right. I can say a couple of words about that in a second, but I do appreciate the opportunity to be here today. One of the nice things about being near the end is you can collect all your notes and kind of coordinate and tie things together, so if stumble and look around at paper you'll know why.

Kansas Careers is a state information delivery system. Those of you who may not know, funded originally in 1980 by the National Occupational Information Coordinating Committee. My task is to deliver career information to counselors who then use it in programs for students in Kansas.

The counseling profession has spent several years as I pointed out earlier, the Gallop Poll, commissioned the Gallop Poll to take a look at the state of our workforce and the career guidance that they've had, their needs, 10 percent, 11,000,000 employees are estimated to have needed career guidance in this last year. I won't go through all the Gallop Poll. I have included some of them here and will be glad to provide this extended document to anyone who would like that later.

Comprehensive career guidance programs have been proven to be successful. In my extended testimony, I've shown approximately 164 empirical studies that have taken place over the last 10 to 12 years that show that guidance is effective in improving school performance, increasing work skills, improved preparation for career and increased career awareness, exploration and planning skills. We have pretty good documentation on guides and counseling, and I don't think we need to review that to a great extent.

In Kansas the State Department of Education has provided funding both directly to postsecondary and secondary schools to develop and improve guidance programs. The position that we've taken, and I'm referring now to the national counseling, and I'm not going to list all of them that have been together, is that we maintain the hold harmless for guidance and counseling. I don't think we're ready at this time to lower that priority.

Number 2 is to increase its authorization to 30 million so that we can reinvigorate comprehensive career guidance and counseling. We are now on the verge of those comprehensive programs. Our national organization, the NOICC, has provided those for us and we're ready to move forward.

My second area of concern is those Kansas careers around the country called Career Information Delivery Systems. We are a vital link in providing information, and the current phrase—each year in Kansas we serve between 250 and 300 Kansas schools using parts of our services, attending our inservice training sessions, attending our training.

Our position as a national counseling group is to simply add the phrase, development of career information delivery systems as an authorized program. We have implemented them in the past but we have a continuing need to develop them.

Third is the national occupational information coordinating. As you read my extended document, you will see the word NOICC in there many, many times. They have been one of the major national links in pulling together guides and counseling, resources, information for vocational educators, vocational administrators. Our recommendation is to continue training activities by the NOICC and to increase their authorization for it to $6 million. These recommendations, as I have mentioned, have come from several years of study as the house looked at H.R. 7 they included all of these measures. These measures are also included in Senate Bill 648, which is the American Vocational Association Bill that was introduced in March in the Senate. All of those things are in there.

My personal concern is that we can't do away with the state role in all of this. It's very important being at Kansas State University, we looked at the State Department of Education to point the direction for us, and then we change our programs to hit that direction under their leadership. I would—I think we need the continued strong leadership that we currently have for all of our students.

To summarize, we need strong comprehensive programs for all of our students in all of our schools. Thank you.

Senator KASSEBAUM. Dr. Angle, if I could just ask, you don't receive any Federal funding, do you, under the Carl Perkins Act?

Dr. ANGLE. At Kansas Careers right now we do not receive directly Federal funding, right.

Senator KASSEBAUM. I don't think anybody does. There has been zero funding in that. So all of your funding comes from the state?

Dr. ANGLE. All of our funding currently is from our services to students. If I can take two more minutes here. One of the requirements of the original NOICC grant was that the states have a computerized system. Number two, that we deliver states and local specific information, and three, we determine how to keep it ongoing after the grant. And so the decision in Kansas was that Kansas Careers would be self sufficient. If our services were good, schools would use it. So we have worked hard to maintain——

Senator KASSEBAUM. So you contract more or less?

Dr. ANGLE. Our schools pay for our services. We also do the Pennsylvania, up in North Carolina and Puerto Rico systems, so we have extended our services out there to other states to.

[The prepared statement of Dr. Angle follows:]

PREPARED STATEMENT OF DR. DENNIS ANGLE

1. *Comprehensive Career Guidance and Counseling Programs* have been proven to be successful in assisting individuals to improve school performance, increase work skills, improve preparation for careers and increase career awareness, exploration and planning skills. Kansas is using Guidance and Counseling funding to develop, improve and maintain these programs in both secondary and postsecondary schools.

Position: Maintain the "Hold-Harmless" provisions of Title I, Part B, State Plans, Sec. 113(b)(15)

Position: Maintain Title III, Part D as a separate, categorical authorization and increase its authorization to $30 million beginning in fiscal year 1990.

2. *Career information delivery systems (CIDS)* are vital information sources for comprehensive career guidance programs. Students depend on these systems for accurate and current information about occupations, postsecondary schools, financial aid and job search strategies. Between 250 and 307 Kansas schools use KANSAS CAREERS (the Kansas CIDS) resources each year. The majority of the schools receiving Vocational Education Guidance and Counseling funds use it to purchase or lease our resources.

Position: Add Section 322 (b), "development of career information delivery systems" as an authorized program.

3. *The National Occupational Information Coordinating Committee (NOICC)* has been a vital link for comprehensive career guidance programs through the Improved Career Decision-Making Program and the National Career Development Guidelines. The NOICC not only funds the development of these programs but funds States to implement them. Kansas has been funded for the ICDM program in the past and will be awarded funds for the Guidelines for the coming year. I cannot overemphasize the importance of the NOICC to both career guidance and to CIDS, especially in Kansas.

Position: Fund Title IV, Part C and add Section 422 (a) (5) to continue NOICC training activities to support comprehensive career guidance and counseling programs especially in the areas of career information delivery and use.

Position: Add Section 422 (b) (c) to increase the NOICC/SOICC authorization floor from $3,500,000 to $6,000,000.

These positions are supported by the National Career Development Association (NCDA), the National Association of State Occupational Information Coordinating Committees (NASOICC), the American Vocational Association (AVA) Guidance Division, the Association of Computer-based Systems for Career Information (ACSCI), and the National Association of State Career Development/Guidance Supervisors (NASCD/GS).

The Economic Consequences of Career Indecisiveness

In a speech before the Annual Conference of the Association of Computer-based Systems for Career Information, Mr. Phillip S. Jarvis with STM System Corporation discussed A National at Risk: The Economic Consequences of Neglecting Career Development. I have summarized those comments below.

Research has shown us that few high school graduates have developed long-range career plans for themselves. Of course, drop-outs are less likely to have defined career goals. Evidence of these two facts come from the 1987 Gallup Poll which indicates that 62% of all workers now in the labor force, regardless of their educational background, say they had no career plan at all when they began their first full-time job. Speaking of education levels - we have data which show that roughly 50% of youth do not go on to postsecondary training or students. Of those who do, 70% of college graduates will not be in occupations directly related to their majors five years after graduating. This data indicates a level of neglect in career decision-making.

It is also important to note that the *median* duration of first job holding is *one year*. The typical worker changes jobs eight times before the age of 40. Workers find that the occupation is not what they want and quit. This is career decision-making by trial and error. Most people eventually stabilize in an occupation. The pattern is that the person reaches the mid to late twenties and find they cannot change. They have a family, rent or mortgage payments, and other debts which restricts them from voluntarily retraining or from "drifting" through the workforce.

The costs, both human and financial, associated with career indecisiveness are staggering. Business estimates the cost of training employees at $25,000. AT&T advises that in 1988 they spent $10,000 to *recruit* every engineer they hired. In addition they paid an average of $600 per day to have an employee in training.

For now let us focus on the $25,000 national average figure. Compare this information to the fact that the median duration of first job holding is one year. It takes only 4,000 people to add up to $100,000,000. It seems highly likely that 4,000 people in Wichita changed jobs in the last year.

Dr. Kenneth B. Hoyt, University Distinguished Professor at Kansas State University, reported at the same conference that employers spend $210 billion per year on training of which $35 billion is lost annually on employees who leave soon after they are trained. And that is only the training cost.

> "...Mr. Jarvis estimates the cost of career indecisiveness to be well over $213 billion dollars each year."

Consider the frictional unemployment costs which Mr. Jarvis estimated at $3 billion, "to support the career browsing activities of people trying to find their place in the working world without assistance.

Many other costs are involved. Lost productivity is certainly another economic cost of career indecisiveness. Just when an employer has an employee nearly up to job specifications, he or she leaves and the employer must start over. The dollar costs of this gap in productivity have not been estimated nationally.

In summary, Mr. Jarvis estimates the cost of career indecisiveness to be well over $213 billion dollars each year due.

Reauthorization of the
Carl Perkins Vocational Education Act;
Testimony on Career Guidance and Counseling
Provided by Dennis Angle, June 29, 1989

Comprehensive Career Guidance and Counseling Programs: To meet the challenge of building a world class workforce for the 1990's and beyond, we must build strong career guidance and counseling programs. These programs, in collaboration with strengthened vocational education, can have a substantial impact on the career development of the youth and adults in our country.

The 1987 American College Testing program needs assessment survey of 32,000 high school students found the three highest ranking needs were related to career information and planning. In fact twelve of the top twenty needs were related to career development. Consistent with surveys over the past two decades, this shows that students and their parents place a high priority on career development skills as an outcome of the secondary school experience.

> **In Kansas, a similar ACT needs assessment was conducted in 1984. Sixteen of the top twenty needs were related to career development activities.** (see enclosure #1)

A 1987 Gallup Poll reported that American adults identify a personal need for career planning. Regardless of the educational level of the respondents, 62% of the survey said they had no career plan whatsoever when they began their first full time job. Sixty-four percent of workers said that if they could start over, they would want to consider other career options. Over half reported they ended up in their current jobs through chance, circumstance or the advice of others. It is also clear from this survey that minorities are less likely to have "inside tips" on employment, more likely to report taking a job because it was available and to be in greater need for career development assistance. These, and other results from the survey (see enclosure #2), show the need for stronger comprehensive career development programs in all schools.

The most recent step to build strong career guidance and counseling programs is the National Career Guidance and Counseling Guidelines. In 1986, the National Occupational Information Coordinating Committee (NOICC) began work on a project to help states and local institutions to 1) strengthen career development programs at all levels (K through adult), 2) enhance student or client achievement of career development competencies, 3) develop state and local career development standards and 4) improve career guidance and counseling programs. We now have sets of career development competencies for students from K-12 and for adults in postsecondary and human service agencies. This program has been endorsed by virtually all of the professional counseling organizations: the American Association for Counseling and Development, the American School Counselor Association, the American Vocational Association Guidance Division, the National Career Development Association, and the Association of Computer-based Systems for Career Information.

> **In Kansas, we are the recipient of a NOICC grant to implement the**

> **Guidelines. A state leadership team will study how to implement the Guidelines in regular education while the State vocational rehabilitation agency will implement them through special education.**

Research affirms that when schools adopt comprehensive career guidance and counseling programs in combination with other interventions several benefits occur. Students will improve (Campbell, 1983):

- ➪ school involvement and performance (41 empirical studies)
- ➪ personal and interpersonal work skills (31 empirical studies)
- ➪ preparation for careers (14 empirical studies)
- ➪ career planning skills (34 empirical studies)
- ➪ career awareness and exploration (44 empirical studies)

In summary, we have students in our schools who have identified a need for career development services. We also have adults in our society who have attested to their lack of career planning. Now we are embarking on implementation of competency-based career guidance programs that are proven. Our next step is to get all schools to implement these comprehensive programs. The Carl Perkins Vocational Education Act is key to the success of our efforts.

Career Information Delivery Systems (CIDS): In 1979, the NOICC began a series of grants to assist States to deliver state-specific career information. These grants required each state to implement a computer-based system for career information, to use state and local information and to design a management and financial plan to keep it ongoing after the grant. Kansas received one of those grants and created KANSAS CAREERS, the agency I represent. Forty-seven States have implemented CIDS operations. A recent estimates indicates that over 15,000 schools and agencies are using their services with more than 6 million students/clients.

> **In Kansas, we have between 250 and 307 schools each year using our resources. We deliver information on 574 Kansas occupations, 125 approved Kansas schools, over 400 educational programs, 205 military occupations and complete information on financial aid updated each year. We deliver these resources on microcomputer, videotape and print media. Last year, those schools and agencies using our services had over 50,000 students/clients.**

The Carl D. Perkins Vocational Education Act (1984) contains language (Section 422) regarding the National Occupational Information Coordinating Committee with directs states to "use the occupational information system to implement a career information delivery system". This effort has been successful since almost all states have implemented such systems. The U.S. House of Representatives version for reauthorization, the Applied Technology Education Amendments of 1989, created a new authorized activity, "development of career information delivery systems". Senate bill S.658 contains similar language. I consider this six-word phrase an extremely important part of the Amendments. Once a CIDS is implemented, we have a constant need to continue development, updating and expanding. Attractive resources are important since our clients are students. We must continually work to keep their attention on career development. It is not an easy task; but I believe the Carl Perkins authorizing language in these two bills will help us.

However, we must not bypass the state departments of education in this process (as is the case in the House bill.)

> **In Kansas, KANSAS CAREERS is called upon to assist in many areas:**
> **- Currently, we are assisting Mental Health and Retardation Services in reorganizing their schools using the National Guidelines.**
>
> **-Rehabilitation Services has asked us to assist them in implementing the National Guidelines in their "transition" effort. We will work with special education and vocational rehabilitation counselors to accomplish this.**
>
> **-We are conducting training in career development for KANWork and job preparation staff members.**
>
> **-We have conducted inservice training seminars for career guidance staff every year since 1982.**
>
> **-We are coordinating the satellite programs for career development on behalf of the Kansas portion of the Midlands Consortium, STAR Schools grant.**
>
> **-We serve as the ACE Distribution Service in promoting career video products nationally. Those video products have been created by the ACE Consortium, the SOICC directors of Colorado, Kansas, North Carolina, Oklahoma, South Carolina, West Virginia and Wisconsin.**
>
> **-We created the CIDS for Pennsylvania, North Carolina and Puerto Rico. Both states have contracted further work in the upcoming year.**

National Occupational Information Coordinating Committee (NOICC): Throughout this document are references to the NOICC. I have indicated that KANSAS CAREERS was created under a NOICC grant and that the National Career

Development Guidelines would not exist had it not been for NOICC. In addition, NOICC has offered funding for states to implement the Guidelines.

Each state has a State Occupational Information Coordinating Committee (SOICC) which creates and distributes an Occupational Information System (a portion of which is attached). The NOICC has implemented an inservice workshop for counselors, "Improved Career Decision-Making" and offers financial assistance in conducting it. In the past seven years it has been in operation, 55 states and territories have trained nearly 20,000 counselors with the ICDM curriculum.

NOICC has been the lead agency and an invaluable partner in maintaining and improving career guidance and counseling and it **must** be continued in the Carl D. Perkins Act and its funding floor increased. NOICC has established an approach of working with states that is exemplary. Many of NOICC's programs have been developed by indepth study of programmatic needs through working with states, educators and professional organizations, establishment of program parameters and then fund states to implement the parameters as is appropriate in each state. This approach has allowed the maximum local control and flexibility with high quality programs. Again, I cannot overemphasize the importance of NOICC.

> **In Kansas, we have received well over $2,000,000 since 1980 from the NOICC. Our current activities with them includes the STAR Schools national dissemination of career programming via satellite, the ACE Distribution Service which disseminates career videos created under NOICC leadership, the National Career Development Guidelines Project which will allow us to implement the guidelines in Kansas, funding for the Kansas SOICC which is implementing our OIS this coming year and NOICC annually sponsors regional and national conferences for staff development and technical training, and policy development.**

ACT STUDENT NEEDS ASSESSMENT SURVEY

RANK ORDER OF NEEDS FOR 9th and 11th GRADE KANSAS STUDENTS

11th Rank	9th Rank	Description
1	6	Opportunities in career areas
2	1	Job training requirements
3	2	Get job exp in my career area
4	9	Training in career interests
5	16	Know about financial aid
6	7	Develop test-taking skills
7	4	Learn more about coll reqts
8	8	How to earn college credit
9	12	Improve study skills
10	5	How to select college major
11	22	More aware of career interests
12	21	Explore careers in detail
13	18	Learn right educ program
14	19	How courses relate to jobs
15	11	What jobs available locally
16	27	Talk to people employed
17	13	Aware of educ options after hs
18	37	Counseling about career plans
19	28	Counseling aboout educ plans
20	20	How to handle worrying things
21	36	Explore how jobs affect life
22	32	Improve writing skills
23	17	Increase math skills
24	25	Develop more confid in self
25	31	Learn to read faster
26	29	Understand test scores better
27	15	Obtain part-time work
28	30	Values relate to job plans
29	26	Learn to spend money wisely
30	14	Help select right courses
31	3	How to interview for a job
32	45	Improve reading comprehension
33	38	Identify strengths & abilities
34	50	Develop speaking skills
35	23	Learn to handle pressure
36	35	Learn to make decisions
37	34	Learn to manage time better
38	39	Understand my consumer rights
39	33	Tell others how I feel
40	10	How to apply for a job
41	42	Learn how to set goals
42	49	Understand my personal values
43	48	Become more self-sufficient
44	41	Learn about marriage & family
45	40	Know how to stay in shape
46	44	More out of life thru leisure
47	47	Learn to stay healthy
48	43	Someone to listen to problems
49	53	How to participate in govt
50	55	How to work with counselor
51	24	HS graduation requirements
52	57	Needs of elderly people
53	56	Understg people of diff races
54	46	Make more friends of other sex
55	52	Accept people who think diff
56	54	Changing roles of men & women
57	63	Get along with parents
58	61	How to deal with comm. problems
59	66	Changing careers both sexes
60	51	Get along with siblings
61	59	Get along better with teachers
62	60	Where to get help re problems
63	58	Parents interested in plans
64	70	Get along better with supv
65	65	Get along with other students
66	64	Understand about love and sex
67	62	Understand effects of drugs
68	69	Make more friends of own sex
69	68	Learn more about personal care
70	67	Understand import grad from hs

N = 896 9th grade students, 1983-1984;
1.948 11th grade students, [illegible]2-1983. B. Collison: 4/84

ENCLOSURE 2

IMPLICATIONS OF THE 1987 GALLUP CAREER DEVELOPMENT SURVEY FOR CAREER DEVELOPMENT PROFESSIONALS

Kenneth B. Hoyt
University Distinguished Professor
Kansas State University

Introduction

The 1987 Gallup Career Development Survey was sponsored jointly by NCDA, NOICC, and NCRVE. In addition to financial sponsorship, representatives of these three organizations worked together in formulating the 20 questions found in this landmark survey. It was a very bold and, in my opinion, a very wise joint venture.

In a previous paper (Hoyt, 1988), I have analyzed responses to all 20 questions given by the 735 employed workers 18 years old and older participating in this survey. Here, I want to separate out selected data useful in answering the following questions:

1. How much help was needed in career choices? By whom?
2. How much help was needed in career information? By whom?
3. How much help was given in supplying career information and making career choices? To whom?
4. How much did the education system contribute to preparing today's adult employed workers for their first jobs?

Following this, I will conclude by discussing three basic policy implications that seem to me to be apparent from these data.

Indicators of How Much Help Was Needed in Career Choices and in Finding/Using Career Information

About 1 in 10 adult employed workers - an estimated 10.8 million persons -reported needing help in the last year in selecting, changing, or obtaining a job. The percentages were about the same for men (9.5%) and women (10.4%). However, blacks (21.7%) were almost 2 1/2 times as likely as whites (8.9%) to say this was true for them.

About 4 in 10 employed workers - an estimated 42.9 million persons - expect to leave their current jobs sometime within the next 3 years. Figures are similar for men (39.3%) and for women (36.7%). However, over half (55%) of blacks as opposed to only about one-third (37%) of whites expect to do so.

About half of all respondents (51.1%) believe that most adult Americans don't know how to interpret and use information to make intelligent career decisions.

Almost 6 in 10 (58.5%) believe most adults said that they need assistance in getting career information.

Remarks prepared for delivery at the CAREERS 2000: CHALLENGES AND OPPORTUNITIES Conference. Madison, WI.: January 26, 1989.

If they could start their career planning over, more than 6 in 10 (62.7%) (55.6% males/61.7% women) report they would try to get more career information than they had the first time. This is true for a much larger percentage of blacks (78.5%) than whites (50.5%) and for a much larger percentage of high school graduates (64.6%) than college graduates (54.1%).

Indicators of How Much Help Was Given in Career Choices

These Gallup data provide both "bad news" and "good news" about how much help was given these adult employed workers in career choices. The "bad news" is that the general answer is "not much". The "good news" is that sexism does not appear to be a factor here. The following figures illustrate these generalizations.

Only 38.5% (39.3% men/ 37.5% women) reported they first got started in their present career through making a conscious choice and following a definite plan. This means almost two in three currently employed adults did not. What kind of record is this for what we call the "land of the free"?

Fewer than 1 of 5 (17.2%) respondents (16.8% men/17.7% women) reported they had sought assistance from a school or college counselor

Only 2.2% - an estimated 2.39 million of 109 million employed adult workers - reported they had gone to a computerized career information system for career assistance. (1.9% men/2.5% women).

About one in three (32.2%) (35.7% men/29.4% women) reported they had gone to no source for help or advice in career development.

Indicators of Racism In Providing Help In Career Choices

While sexism was not shown here to be a problem in terms of providing help in career choices, a number of indicators were discovered indicating that racism does exist here. Examples are:

Whites (24.6%) were twice as likely to have gotten started by "chance circumstances" as blacks (12.6%). Apparently, blacks aren't as "lucky" as whites in such things as hearing about job openings from friends, knowing someone who can help them meet a prospective employer, or having a relative who owns the company!

Self-directed activities (such as visiting libraries, reading classified ads, etc.) were used much more commonly by whites (42.2%) than by blacks (30.3%).

Blacks (26.4%) were more than twice as likely as whites (11.7%) to report they took "the only job available".

Indicators of How Much Help Was Provided by the Education System

Self-directed activities were used by a much higher percentage of college graduates (45.3%) as opposed to persons with less than a high school education (24.7%).

College and university programs were considered important in getting first full-time jobs by a greater percentage of men (33.5%) than women (26.0%).

College and university programs were considered important in getting first full-time jobs by a larger percentage of whites (32.3%) than blacks (19.1%)

While over half of the college graduates (56.2%) made a conscious career choice and followed a definite plan, only 30.1% of high school graduates did so.

College graduates (25.7%) were more than twice as likely as high school graduates (12.4%) to have sought assistance from a counselor.

High school graduates (19.1%) were several times as apt as college graduates (3.6%) to report they took "the only job available".

A much larger percentage of high school dropouts (41.8%) than college graduates (27.8%) said they had gone to no source for help or advice in career development.

Only 27.8% of college graduates, but 41.8% of high school dropouts reported they had gone to no source for help or advice in career development.

Apprenticeship was important to twice as high a percentage of males (17.1%) as females (6.7%) and almost three times as high a percentage of whites (11.3%) as blacks (4.5%).

High school vocational education was considered important in getting their first full-time jobs by 18.1% - an estimated 19.7 million - of adult employed workers. (16.5% men/19.9% women).

Policy Implications

Numerous policy implications are apparent from these data. First, it seems clear that career development needs appear to be greatest for minority persons and for persons who have not attended college. Career development assistance appears to be most used by non-minority persons and by persons who have attended college. This paradoxical situation should not be allowed to continue. At least as much quality career development assistance should be made available to persons not attending college as to those who do. This is not just a temporary problem. Even by the year 2000, most employed workers will need no more than a high school education (Kutscher, 1987; The Forgotten Half, 1988). And certainly career development needs of minority persons are now so great society can no longer ignore them. Efforts to correct these current disparities must begin during the K-12 years and continue through the adult working years.

Similarly, both sexism and racism are clearly operating in career development patterns of employed adults. The existing education system appears to be providing greater opportunities to whites and to males than to females or to blacks. This is entirely consistent with research reported earlier by others (Garrett Park Press, 1987; Time for Results, 1986; Wetzel, 1987).

There is no way equity in the workplace can exist until and unless full equity of educational opportunity is provided both women and minority persons.

It is also clear from these findings that blacks have experienced and continue to experience a greater need for assistance in career development than whites/males. Yet, assistance of professional counselors has been reported more frequently by whites/males than by blacks. There is an urgent and vital challenge to move rapidly toward providing true equity of opportunity for professional career development assistance to blacks. Because their expressed needs are greater, the term "true equity" should be interpreted to mean that, at present, more and better career development assistance should be made available to blacks than to whites/males. Once true equity is attained, equal access to help should, of course, become available to all.

Second, with fewer than 1 in 5 employed workers (17.2%) reporting having sought career development assistance from school or college counselors, 1 in 11 from employment service counselors (8.7%) and 1 in 10 from private employment agencies, it seems clear their is an urgent need to provide counselors better able to meet the career development needs of all persons. Hopefully, these data will stimulate existing counselors and those who educate them to change in ways that will be effective in meeting the kinds of career development needs expressed in these findings. Unless they do so soon, the Federal Government should seriously consider underwriting the cost of developing and implementing alternative graduate programs of counselor education for persons wishing to become competent professional career counselors.

Third, adult workers have, through their responses to these questions, expressed an undeniable need for career information and for assistance in understanding and using such information in their own career development. It is time that the NOICC/SOICC network be expanded to meet these needs. Three responsibilities must be met: (a) producing career information needed by adult workers; (b) helping adult workers learn how to understand and use such information; and (c) assisting adult workers in using such information.

These responsibilities can best be met through establishing Community Career Development Resource Centers operating under a greatly expanded NOICC/SOICC network at the local community level. Three basic types of professionals needed at each such Center are: (a) career information specialists skilled in gathering, organizing, and disseminating career information; (b) teachers who can help persons learn how to understand and use career information; and (c) career counselors who can assist persons in using such information in making career decisions.

The Community Career Development Resource Center could and should serve youth as well as adults. In those communities where a strong emphasis on career guidance already exists within the K-12 school system and/or the local community college, the Center could serve as an effective supplement to current efforts. In those many communities where the education system continues to essentially ignore the career development needs of youth and adults, the Center could compensate for this.

Concluding Remarks

The kinds of data reported here represent only a small portion of the total found in results of the 1987 Gallup Career Development Survey. Even these selected findings should be sufficient to illustrate the great and urgent need for marked expansion of both career guidance and career information system efforts. If these results are seriously considered by our nation's key decisionmakers, perhaps they will lead to provision of the kinds of significant increases in resources required to respond effectively to the needs and conditions illustrated by these data.

If done now, future surveys will be useful in tracking progress toward meeting the kinds of needs expressed here. If nothing is done as a result of these data, future surveys can, at best, be expected only to confirm the seriousness of the need. More likely, they will illustrate these needs are growing. Let us hope we will act now on what we have learned from these results.

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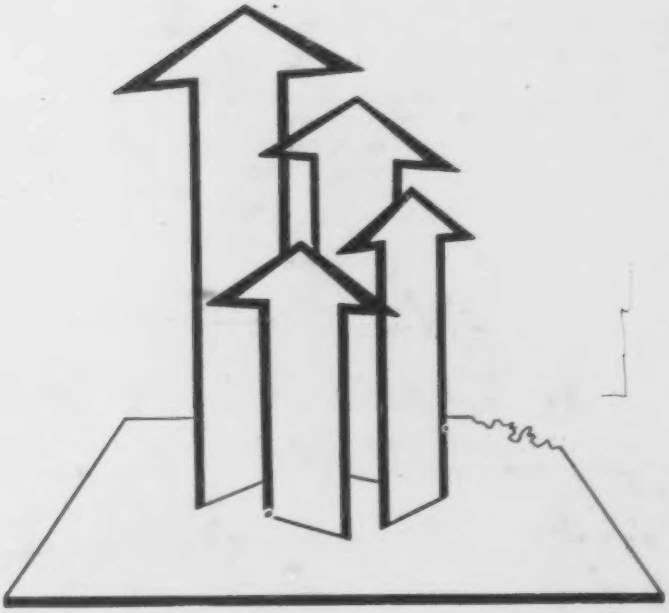
JOB OPENINGS AND TRAINING IN KANSAS



JANUARY 1988

In cooperation with

Kansas Occupational Information Coordinating Committee

Department of Education
Department of Economic Development
Department of Social & Rehabilitation Services

KANSAS DEPARTMENT OF HUMAN RESOURCES

005 COMPUTER OPERATORS

KANSAS OCCUPATIONAL INFORMATION SYSTEM
SUPPLY REPORT

Cluster Title: COMPUTER OPERATORS
Statewide Trend: P Area Trend: 0
Report Year: 1986 Projected Year: 1990 Cluster Code:005

Discipline Title	Code	Public Second	Public AVTS	Public Commcl	Higher EDUC	Priv. Psec	Traininc Total
BUSINESS COMPUTER/CONST.	07.0302		74	40			114
BUSINESS DATA ENTRY EQUIP.	07.0303	13	4			14	31
TOTALS		13	78	40	0	14	145

Training Total: 145

DEMAND REPORT

STATEWIDE
CLUSTER TITLE: Computer Operators
REPORT YEAR : 1982 PROJECTED YEAR: 1990 CLUSTER CODE 005

- DISCIPLINE - TITLE	CODE	CURRNT EMPLOY	PROJ. EMPLOY	AVG GROWTH	AVG REPLAC	AVG OPEN
COMPUTER OPERATORS	40040601	2470	4200	216	41	257
PERIPHERAL EDP EQPT OPERATOR	40040602	650	970	39	10	49
KEYPUNCH OPERATORS	40041000	2830	2880	6	90	96
TOTALS		5950	8050	261	141	402

Openings Total 402

006 SECRETARIAL

KANSAS OCCUPATIONAL INFORMATION SYSTEM
SUPPLY REPORT

luster Title: SECRETARIAL
Statewide Trend: B Area Trend: 0
eport Year: 1986 Projected Year: 1990 Cluster Code:006

Discipline Title	Code	Public Second	Public AVTS	Public Commcl	Higher EDUC	Priv. Psec	Training Total
USINESS & OFFICE	07.0000	98	28				126
FFICE SUPERVISION	07.0401			0	14*		14
ECRETARIAL, RELATED PROG.	07.0601	651	1165	309	46	177	2348
OURT REPORTING	07.0602				1	18	19
XECUTIVE SECRETARIAL	07.0603				5	11	16
EDICAL SECRETARIAL	07.0605		11		3	25	39
ORD PROCESSING	07.0608			9		4	13
OTALS		749	1204	318	69	235	2575

Training Total: 2575

DEMAND REPORT

STATEWIDE
CLUSTER TITLE: Secretarial
REPORT YEAR : 1982 PROJECTED YEAR: 1990 CLUSTER CODE 006

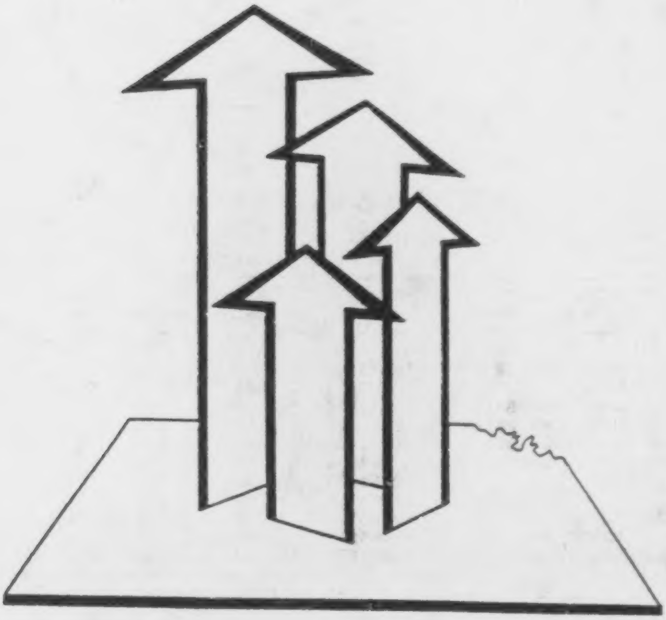
- DISCIPLINE - TITLE	CODE	CURRNT EMPLOY	PROJ. EMPLOY	AVG GROWTH	AVG REPLAC	AVG OPEN
SECRETARIES	40020200	26500	36090	1199	1058	2257
STENOGRAPHERS	40020400	2580	2800	28	102	130
CLERICAL SUPERVISORS	40061200**	4050	5120	134	140	274
COURT CLERKS	40065216	780	960	23	36	59
INSURANCE CLERKS, MEDICAL	40066846	1320	1650	41	55	96
ALL OTHER OFFICE CLERICAL	40066898**	970	1200	29	41	70
TOTALS		36200	47820	1454	1432	2886

Openings Total 2886

*There were 18 baccalaureate degree completers in Office Supervision.

**Portion of occupation allocated to this cluster.
40061200 (93%) 40066898 (18.2%)

SOUTH CENTRAL KANSAS
JOB OPENINGS AND TRAINING
SDA IV



APRIL 1988

In cooperation with

Kansas Occupational Information
Coordinating Committee

Department of Education
Department of Commerce
Department of Social & Rehabilitation Services

010 INSURANCE MARKETING

KANSAS OCCUPATIONAL INFORMATION SYSTEM
SUPPLY REPORT

Cluster Title: INSURANCE MARKETING
Statewide Trend: N Area Trend: N
Report Year: 1986 Projected Year: 1990 Cluster Code:010

Discipline Title	Code	Public Second	Public AVTS	Public Commcl	Higher EDUC	Priv. Psec	Trainin Total
INSURANCE MARKETING, GEN.	08.1001					528	528
ACCIDENT/HEALTH	08.1002						0
LIFE INSURANCE	08.1003						0
PROPERTY/CASUALTY	08.1004					590	590
TOTALS		0	0	0	0	1118	1118

Training Total: 1118

DEMAND REPORT

STATEWIDE
STER TITLE: Insurance Marketing
PORT YEAR : 1982 PROJECTED YEAR: 1990 CLUSTER CODE 010

- DISCIPLINE - TITLE	CODE	CURRNT EMPLOY	PROJ. EMPLOY	AVG GROWTH	AVG REPLAC	AVG OPEN
HOSPITAL INSURANCE REP.	10243803	0	0	0	0	0
UNDERWRITERS	10243814	160	230	9	9	18
INVESTIGATORS, INSURANCE	10243815	10	10	0	0	0
SPECIAL AGENTS, INSURANCE	10243820	40	50	2	2	4
SALES AGENTS, INSURANCE	30001005	490	660	21	21	42
CLAIM EXAMINERS, INSURANCE	40062801	30	40	2	1	3
CLAIMS CLERKS	40062210	110	140	4	5	9
RATERS	40065209	160	220	7	8	15
WORKSHEET CLERKS	40065212	20	30	1	1	2
INSURANCE CHECKERS	40065217	40	50	2	2	4
POLICY CHANGE CLERKS	40066815	20	20	1	1	2
TOTALS		1080	1450	49	50	99

Openings Total: 99

KANSAS OCCUPATIONAL INFORMATION SYSTEM
SUPPLY REPORT
Cluster Title: BROADCASTING
Statewide Trend: B Area Trend: B
Report Year: 1986 Projected Year: 1990 Cluster Code:011

Discipline Title	Code	Public Second	Public AVTS	Public Commcl	Higher EDUC	Priv. Psec	Trainin Total
RADIO/TELEVISION PROD	10.0104						0
TOTALS		0	0	0	0	0	0

Training Total: 0

DEMAND REPORT
STATEWIDE
CLUSTER TITLE: Broadcasting
REPORT YEAR : 1982 PROJECTED YEAR: 1990 CLUSTER CODE 011

- DISCIPLINE - TITLE	CODE	CURRNT EMPLOY	PROJ. EMPLOY	AVG GROWTH	AVG REPLAC	AVG OPEN
TELEVISION CAMERA OPERATORS	10221802	40	40	1	0	1
BROADCAST TECHNICIANS	10080808	70	70	0	1	1
RADIO OPERATORS	10141000	10	10	0	0	0
FILM EDITORS	10221202	10	10	0	0	0
TRAFFIC CLERKS	40066826	20	20	1	1	2
TOTALS		150	150	2	2	4

Openings Total: 4

Senator **Kassebaum**. Thank you. Next.

Mr. **Marsh**. Senator.

Senator **Kassebaum**. Yes.

Mr. **Marsh**. The Kansas State Department of Education does use the Kansas Careers cost guideline for high schools, we do make it available through guidance and counseling funds of Carl Perkins, and then the local district has the option of which service to use. So we have continued our efforts through Cheryl's leadership in an attempt to try to work this out.

So we feel that there is coordination, that there is monies made available to local districts for this purpose.

Dr. **Angle**. And that would be the extended comment that I would make, is that the schools basically, the guidance counseling money must be matched, so if they used the money that's available from them from the Carl Perkins Vocational Educational Guidance and Counseling money in the state and their local match covers our cost.

Senator **Kassebaum**. I don't even know, is there recommended funding for that in the $1,000,000? But it's not been ever appropriated?

Dr. **Angle**. Never been appropriated, no, right.

Senator **Kassebaum**. Look how well you've done without it.

Dr. **Angle**. Well, I would say, if I can make two more comments about that. The importance of career guidance, we have many projects, in fact Linda and I were talking before that most of the projects that she referred to do use our services. I go back to emphasizing all students and all schools, because we do not have all schools doing comprehensive career guidance and that is a concern. When I grew up I took the Strong Campbell Interest Inventory and then my counselor told me I should be a clergy, and that was career guidance for me in high school, and that's not a comprehensive program.

Our services alone are not a comprehensive program. It does require a commitment at the school level for career guidance, and that's what we're seeking.

Senator **Kassebaum**. Well, I'm a strong, strong supporter of career guidance, and counselors. I am pleased that in Kansas we do have and are increasingly focusing on the importance of that. I think it's enormously important.

Cheryl Brown Henderson, vocational equity specialist Kansas Department of Education. Cheryl has testified in Washington. It was not the Carl Perkins Act.

Ms. **Henderson**. No, Displaced Homemaker Economic Self-Sufficiency Act introduced by Senator Simon.

Senator **Kassebaum**. That's right, and I guess I'm always amazed when I hear Cheryl testify at how she gets so much said in a short period of time.

STATEMENT OF CHERYL BROWN HENDERSON, VOCATIONAL EQUITY SPECIALIST, KANSAS STATE DEPARTMENT OF EDUCATION

Ms. **Henderson**. If I may request five minutes and thirty seconds, I would like to start by complimenting the Senator on the make up of the panel, because in counting and figuring percentages we have nearly 50 percent female and male representation, and counting the Senator we have 50 percent exactly. So I think it shows how far we've come in participatory government, so I do want to make that compliment noted.

In my capacity as a vocational equity specialist, i.e., sex equity coordinator, I'm responsible for the coordination and development of services to serve nearly 150,000 displaced homemakers, single parents in the State of Kansas. Those populations are served by 20 comprehensive programs and 22 local educational agencies that receive funds for support services, i.e., child care, transportation and tuition assistance.

In addition Kansas has 47 sex equity awareness and skill training programs. I also serve as the president of the National Displaced Homemakers Network, which is comprised of over 1,000 local programs nation wide, and I thank you for the opportunity to share my views as you work to improve our vocational education through the reauthorization process.

I'm going to read my testimony because there's so much good information here that I certainly wouldn't want to leave anything out.

The Perkins Acts represents a positive shift in policy in vocational education. In passing Perkins, Congress determined that Federal dollars for vocational education should be targeted to programs for those who have traditionally undeserved the vocational education system. Perkins provided the largest commitment of Federal funds for educating women and girls in this nation's history. This has been accomplished through two set-asides. Thirty-five percent for sex equity and 8.5 percent for programs for single parents and homemakers.

These programs are the focus of my testimony. The set-asides are an in-product of a progressive, bi-partisan compromise that recognized the critical need to ensure women and girls have access to quality vocational training. As the vocational equity specialist for Kansas, i.e., sex-equity coordinator, after four years of implementing these set-sides, I believe that they are as critical in 1989, as they were in 1984, and that they have been very effective in Kansas and the nation.

Preparing women for the workforce has never been more important. Projections from the U.S. Department of Labor and others indicate that between now and the year 2000, almost two-thirds of the workforce will be women. By year 2000, women will comprise nearly half of the nation's labor force. Eighty percent of women ages 25 to 54 will be working. Ensuring that women will have skills which can attribute to America's economic well being, and to the economic security of their families is imperative. Vocational education programs are an important component of this equation.

The future of the American Economy depends on an increasingly better-educated workforce. For the first time in U.S. History a majority of all new jobs will require education or training beyond high school. Technology will alter the way in which jobs are performed. An understanding of basic technologies, as well as analytical, problem-solving, math and communication skills, will be a requirement for nearly every job. However, for many women, technical skills are not built into their educational programs. Historically vocational education has contributed to and reinforced occupational segregation by sex in the labor force. Women and girls have been tracked into educational training for traditional female occupations, such as clerical, retail and service trades. While men and boys have been train for higher paying technical, construction, and manufacturing occupations. In effect, vocational education has largely trained women for low wage, dead-end jobs in female dominated occupations.

Women and families they support are increasingly at risk of living in poverty. Without access to education and training as well as support services, many women find themselves among the working poor. According to the Senate Budget Committee, 43 percent of women workers are currently in jobs that pay below poverty-level wage compared to 27 percent of men. Two of every three minimum-wage worker are women. Sex segregation in education and training as well as in the labor market contributes greatly to the disproportionate poverty of the women and assuring that women and girls have access to a broad of vocational education is essential to reducing occupation by sex as well as being an investment in our economic future.

Employers tell us, as do thousands of program graduates as the move into a demanding and competitive workforce, indicate that earn an isolated set of skills is not enough. Today's workforce demands an understanding of all aspects of an industry and the ability to relate industry to community. In the vocational education system if it were serious about preparing individuals for meaningful work, this concept, a far comprehensive understanding and how it relates to the community needs to be made an integral part of all vocational education programs.

It is access to a full range of quality vocational education that the women and girls of this nation needs. For teen parents with no job skills, single parents on welfare trying to become self-supporting, displaced homemakers facing the job market for the first time, and girls hoping to earn a living wage for themselves of their families, a vocational education program can offer a life-long set of skills that can provide economic self-sufficiency in a changing labor market. Without this opportunity, these women will instead face a future of almost certain poverty and dependence.

The sex equity and single parent/homemaker set-asides are the key to this opportunity. Each of these set-asides has made possible the wide-spread deliver of services that are vital to the success of women and girls in vocational education programs.

As you work to improve vocational education system and to refine the Perkins Act, the effectiveness of the set-asides is a critical question.

Prior to the passage of the Perkins Act in 1984, Kansas had only a handful, from zero to 10 displaced homemaker programs and a handful of sex-equity programs focused on awareness. And if I may editorialize a little bit, I'm that zero to 10. Prior to the Perkins Act in 1983, we were up to 10 programs. When I took over working with the displaced homemaker population we had only one or two programs, so the pre Carl Perkins track record is not a pretty one.

Since the Carl Perkins Act and its set-asides for single parents and homemakers and sex equity awareness and skill training, Kansas has more than doubled the programs and services for women and girls.

From a 1987 report prepared by the National displaced Homemakers Network, we know that 50 percent of displaced homemakers in Kansas have completed high school, but over 30 percent are living below the poverty level. The sheer numbers of these populations demand continued attention. There are nearly 122,000 displaced homemakers in Kansas and over 26,000 single parents in Kansas. Over 11 million displaced homemakers and over 6 million single parents nationwide.

There has been measurable progress in improving services to women in vocational education, encouraging nontraditional enrollment and serving single parents and homemakers. Equally important, though harder to qualify, is the impact of the exposure to nontraditional occupations for girls and the inservice for teachers.

Finally, I feel it is important to address an issue which has drawn much attention since the reauthorization process began.

Much of the discussion around the set-asides has focused on the issue of flexibility and states desire to allocate funds based on their own determination of needs of their states. Research conducted by the National Coalition for Women and Girls shows that states with the most effective equity programs are those in which the sex equity coordinator, i.e., vocational equity specialist, is administering the set-asides as intended by Congress. I am pleased to say that Kansas is one of those states as I mentioned early on. I say that to illustrate why the issue of flexibility is not as critical for single parent and homemaker programs and sex equity programs in Kansas.

But since the task of serving these populations is a national one, let me reiterate that set-asides for displaced homemakers, single parents and sex equity are working, and any serious consideration for flexibility should include strong language aimed at providing the safety net for populations that have historically been underscored. Now, should there be a ground swell of letter and post cards and that kind of thing for the set-asides, all set-asides that is, I would like to recommend, because in listening to conversations I realize the set-asides are perhaps not so much the dissenting factor, but the lack of flexibility within the set-asides. Should we retain the set-asides, I would certainly recommend that we have the flexibility to move within those set-asides, and perhaps a cap of five percent, with funds to be transferred only from the largest set-aside, which has historically been the disadvantaged category.

Allowing the state to transfer funds from the sex equity and single parent set-aside would devastating to the women and girls who depend on these programs to assist them in moving to economic self sufficiency. Relative to this set-side I hope that we will once again, as in Perkins, see a progressive bi-partisan compromise to continue and even increase services to women and girls in Kansas and across the nation. I did want to mention that there is a program administrator amongst these spectators today. Sam Siebolt of Dodge City Community College. I believe Sam was among the thousand of letters that did come into Washington on our behalf.

Thank you for this opportunity and I certainly would appreciate you're giving the utmost consideration to the views expressed here today.

Senator **Kassebaum**. Thank you very much.

First, and I hope that the first part of the panel will feel free to offer comments or ask questions as well, I'd like to turn to Ms. McClaskey and Mr. Will, because you are both involved in agriculture and in vocational and agricultural training. Let me start with the students aspect of it first.

How do we reach out and attract students, particularly who would be focusing on vocational technical education? And at what age?

Ms. **McClaskey**. I think as we've heard many times earlier it needs to start in elementary schools, and it shouldn't wait until high school.

Senator **Kassebaum**. Were you interested in elementary school?

Ms. **McClaskey**. My dad was an ag instructor, so, and he's with me today. I think what's important, thought, is that they do get some experience with not only the agricultural industry, but just vocational education in general. One thing that the agricultural industry started is described as ag in the classroom, and allow students at elementary level about where their milk comes from and where the food they buy in the stores comes from, because a lot of people think that when you say the kids don't know where their food comes from that you out of line and that's not true.

But in my experience in FFA and even at Girard high school, which is a real community. There were students there that did not realize where the food and fiber that they depend on comes from. And I think that is important that we take education down into the elementary school, and not so much maybe trying to get them involved in the industries, but more or less just tell them what's it all about. Allow them to see the different opportunities that agriculture and other types of vocational education has to offer, and how dependent America is upon these areas, so they can make the decisions for themselves.

Senator **Kassebaum**. Maybe going back to something that is more basic, and as a teacher, Mr. Will, how do we prevent students from graduating who really can't read or write? Then they must have remedial reading and math work before they can even be a strong participant in the vocational program.

Mr. **Will**. Well, it seems that we're dealing with a magic number of age. We're trying to find where we can approach students in the right way with the right materials, with the right guidance, with the right equipment, so that they could make their proper career choice. And I'm not sure what that age is, but it seems like age 18 is a very important factor in developing their attitudes toward their future career.

Senator **Kassebaum**. Don't you think that's too late? I mean, it seems to me——

Mr. **Will**. As Jackie alluded to Ag in the classroom starts at Kindergarten, and following her comment on where food comes from, I've discussed with a number of urban students where food comes from and the crisis of farmers and so on dealing with national issues and the weather and so on, and they aren't so much concerned about how a farmer fares in the present situation, but how the local grocery store fares, because that's where they think all the food comes from.

And in vocational education we try to exposure all of our students to all—as many career opportunities as possible. Our shortcoming is in the area of proper guidance. We are our own guidance counselors. We deal with just more than just an academic test score. We deal with that person's interest, their values, how to channel those particular interests and values into a proper career choice. I don't know what the magic number is, but it has to be done early on, and it definitely has to do it with proper training on our part and also the available curriculum facilities and so forth.

Senator **Kassebaum**. Parents play a crucial role in this, do they not? It's very difficult to reach a child and get them focused on the importance of their work in school. Would you say that's a factor? How much time do you spend with parents?

Mr. **Will**. I spend a great deal with parents. A great deal of that time in educating parents to the fact of what the career opportunities are, because in our society, our fast pace and changing technology, most parents feel like that an academic curriculum is necessary for their students to be happy in life, and we found through statistics, and I followed through with 17 years of teaching that some of those students that I've had that would go into a four year university and graduate, say for example, in nuclear engineering, come back home eventually and work with their father in a local mechanic shop.

Ms. **Henderson**. If I may interject, I'm sorry, you were taking a pause or if this was an appropriate time, but when you talk about the acquisition of basic skills, which of course needs to start early on, one of the things I would like to say, that in Kansas through the consumer and homemaking category or area, there is a program called parents as teachers, that I believe is beginning to look at the fact that parents are a key part to the success of students in education.

I would also like to speak as a parent, because I have a child that's going into 6th—into 7th grade, excuse me. One of the things I've noticed are that teachers are not that adapted working with parents. I think it's interesting when you consider that teachers themselves often times are parents. I think that a lot of what goes on in inservice needs to focus around how teachers communicate with parents and how parents always have to feel invited and welcome, you know, calling them in the evenings, and going that second mile to involve the parent in the student's education.

And for parents that are already active, welcome that activity and help them encourage other parents to become equally as active. It's really a very complex set of problems that we're talking about when it's the failure to acquire basic skills.

Senator **Kassebaum**. Yes, Jackie.

Ms. **McClaskey**. One thing that you might think of as a parent, as I discussed the vocational student organizations, parents play a very large role in those organizations, I believe, and that's one way that we can keep them involved in their children's education. Because to get involved in these organizations you have to have the support of your parents.

They have to be the one to get you up early and go to the contests, and they have to be the ones that work with your teacher to set up things like parent member banquets and work on committees and such things as that. I thinks that's another very big benefit that the vocational education system has, because it requires the parents take part in what their children are doing and take part in their vocational student organizations, and as Mr. Will pointed out that's one area that we need to look at because with certain administrative cuts the vocational student organizations are going to be taken away from, and that's going to be taking away and doing the negative of many of the things we're talking about today like the parent involvement.

The vocational student organizations are already starting at that, and if we cut back on those it's going to be working in a negative manner and we're trying to work in a positive one.

Senator KASSEBAUM. Ms. Clanton, I'd like to ask a question first about JTPA, and then we'll go on. Do you feel, and this is a response I would like to have from those who use JTPA funds, there is enough coordination being done in the state level between the Vo-tech programs and JTPA? Who monitors that?

Ms. CLANTON. Well, as far as the 8 percent projects, if you're talking specifically about those. Actually they're monitored by both agencies. For example there is a staff person from Ferman's staff and a staff from my unit that go out and do site visits. They do an orientation at the very beginning of the school year to determine and to work with the service providers to identify what the needs are and what the responsibilities are and so forth and what is required and so forth, not only the paperwork, but within the guidelines and so forth.

And then they also return later in the year to monitor and evaluate the program, identify if there are some problems and then give some recommendations, constructive criticism, whatever needs to be done. So those are monitored ongoing. We also have within the JTPA program a state monitoring unit, an oversight unit that does monitor and works out in the field with education, works with all the service providers to provide any technical assistance that's needed.

Senator KASSEBAUM. I see. Is it working fairly well where it's used?

Dr. JARMER. On the local level we've found that it's imperative that we pull together the JTPA people, other deans on our campus, instructors, people in charge of sex equity grants and programs and single parents and consumer and homemaking grants, all the JTPA funded activity, and we have to meet as a group to determine who can do what.

Senator KASSEBAUM. Uh-huh.

Dr. JARMER. And once we determine who can do what, then we can do something.

Mr. MARSH. This is going to become even more necessary in the future due to the new welfare reform act, which is going to be another training situation due to the displaced worker act. It's expanding, and this in itself is going to require more and more centralized coordination.

Dr. **Jarmer**. It's extremely important to us that we have a lot of immigrants who fit somewhere within that in southwest Kansas. And single parents and families that are uprooted and families that are constantly changing, and so it's imperative that we speak to those.

Senator **Kassebaum**. Well, I agree. I think it's a real key to a successful program. Coordination is just so important and a very difficult thing to do.

Dr. **Jarmer**. Well, and it requires—I'm sorry.

Senator **Kassebaum**. No, I just think that's an extremely difficult aspect, how to make it work.

Mr. **Marsh**. You add to that adult basic education and GED training, and the amnesty program. There's just—it's growing daily in the training concept, and that even makes it more important.

Senator **Kassebaum**. I think there is a requirement from the Department of Education that this coordination be in place, This new mandate will be monitored by the Department of Education. We have coordination upon coordination.

Mr. **Marsh**. We coordinators need to coordinate.

Senator **Kassebaum**. But it is important. It's a real key to success. It won't be easy to accomplish, and it seems to me that each state should be looking carefully at the mechanism for that. How it is set up and utilized is a real key to successful implementation.

Ms. **Clanton**. If I may also comment. And I am the interagency coordinating director for the department of Human Resources, and I worked with of course the 8 percent projects, and I also worked for the JTPA older worker 3 percent projects, the apprenticeship projects and also the can work program for the department of human resources. So we're beginning to do the coordination among all of those groups in that level.

Senator **Kassebaum**. Just a general question for anybody, but particularly the second part of the panel. I don't know how many of you are familiar with the GAO Report that questioned distribution of funds, and I think Dr. Angle or somebody's testimony touched on distribution. Maybe it was you.

Ms. **Clanton**. I had commented that 80 percent, the JTPA 8 percent goes directly to the service deliver areas for services for the participants in their area. We use in the state of Kansas with 8 percent, the same formula that is used to allocate the other two aid funds, depending on population, the unemployment rate and so forth.

Senator **Kassebaum**. Has it been a problem here in Kansas as far as distribution between——

Mr. **Marsh**. We were one of the states that GAO reviewed, for your information. And we were directly involved with those people. I think they spent six week in our state reviewing the distribution. I would agree with the GAO report that one of the problems as I understood the report was that even though we had these set-asides that we've been talking about, it created two problems, one with the match in the poor areas where it was really intended for and the others in the extremely small communities, which Kansas had many where school district allocation formula would not address the need of the local district, and I certainly agree with that recognition on the part of the GAO. We do need to do something that will let those who are both small, rural and have taxation problems, access to some money without having to go with the 50 percent match.

Senator **Kassebaum**. That is a concern.

Mr. **Marsh**. Because what happens, it's turned back to us and then the districts with the capability of matching, match it, and that is a serious problem.

Senator **Kassebaum**. Ms. Henderson, you spoke of the pre-Carl Perkins sorry record on displaced homemakers. But don't you think pre-Carl Perkins, which was 1984, and going back probably even to 1980, 1978, there was really not a recognition of the numbers of women that were entering the workforce. I think it would have changed to a certain extent even if there hadn't been that focus placed on it.

Now, that certainly helped. It helped in education and training and it was very important. Do you think today that women would be left out of the system if the set-aside weren't in place?

Ms. **Henderson**. Well, I have two responses to that. First of all I think it would be a fantastic study for someone to go prior to Perkins and prior to 1978 to take a look to see how different the numbers may have been in terms of counting displaced homemakers and single parents. I suspect the numbers would not have been a lot different. I think that what happened is that with the advent of Perkins people had to then go out and recruit and identify that population and encourage them to step forward and identify themselves.

I think they've always been there, as I believe they always will be in those greater numbers. The other part of that, to quickly respond to Mr. Marsh, the advantage of the sex equity, single parent set-aside is that it is 100 percent and so the small rural areas of Kansas are able to request funds based on what they plan to provide in the way of services, and are not tied to any kind of formula. But I do think the numbers would reflect as great prior to 1978.

Dr. **Jarmer**. Sometime students do not want to be identified also, and then how do we serve them.

Senator **Kassebaum**. As some were saying earlier, perhaps the harder definition is disadvantaged. That's the largest designation, and it's perhaps the most difficult to define.

Dr. **Jarmer**. And I think I'm correct, but some equipment purchased with disadvantaged or handicapped funds can only be used strictly, 100 percent, for those who are identified. Is it reasonable to have equipment setting in a spot and not be able to use it by others, is that really reasonable.

Senator **Kassebaum**. I don't think so.

Dr. **Jarmer**. I don't either.

Mr. **Marsh**. It's a rule of GAO, however. They'll follow directly with you and tell you there's other access to equipment and disadvantaged and handicapped money is to be used to supplement the program. I understand what you're saying, it is difficult to have a computer setting there and no one to use.

Dr. **Jarmer**. Just seems unrealistic.

Mr. **Marsh**. I think we can work out in advise and counsel as we distribute Perkins funds.

Senator, there's two other points I would like to make, if I may. One, we have not addressed the need for child care in relationship to training. And I believe it's one of the most important issues, I believe it's one of the greatest hindrances from keeping certain workers out of the workforce. I believe it must be addressed.

I think the second thing, and we have hit on that, and that is, of all the literature you can find as we review what makes people learn and make them productive and what doesn't, we've got to coordinate with academic education, we must become one, and we must understand that until a person has self worth, self esteem and a chance to survive, we're not going to accomplish what it is we want to accomplish. Hopefully we can recognize that.

Ms. **HENDERSON**. I would like to piggyback on what Mr. Marsh has said, and I really appreciate your bringing that to the forefront, because child care is so much apart of what the support services allow under the displaced homemaker single parent sex equity area. I do think the other piece that he mentioned at the end of the statement, that's about your self worth.

Displaced homemakers and single parents oftentimes don't feel very worthy, and a lot of the work that's done in the beginning of a conference of the program deals with bringing their self esteem up to a level that they will be ready to be receptive to training and to employment placement. So that's another key part of that, and I'm really pleased that Mr. Marsh brought that up.

Senator **KASSEBAUM**. Well, I think so too. Now there's the training and retraining of a more adult age population, but I think for students there has to be a recognition of the importance of their education and the responsibility they have to assume as well, and what awaits them. That's a sort of the light at the end of the tunnel, that there is something there if they invest in the effort. Tat's why I was interested in asking Ms. McClaskey from a student's point of view what it is that will help attract and motivate students. I think peer pressure plays such a very important role, and that's why, with the student councils and so forth, maybe it becomes something today to be a part of the process. That's part of the reinvigoration, it seems to me, that we should be engaged in education.

Ms. **MCCLASKEY**. I guess one thing that I'd say on that point that as a student of vocational education and looking at other students, I don't think there's any other area of your schooling that makes you grow that self esteem and the ability to express yourself like vocational education can do. It's not only the fact that you get more experience, more application, you can take part in the student organizations, like I already said, but it also has to do with the people. Almost always the instructors in vocational education and the supporters, like the people in this room, are those people that really care about the students and care about their success, and as a student you can sense that and you know that those people are there for you and it makes you feel better about yourself, and more willing to strive, you know, and take bigger chances and experience more before you go out into the real world, and I feel like it can prepare you more for the future than anything else specifically speaking from high school can do.

Senator **Kassebaum**. I would like to ask Dr. Wright to offer any observations she might have about the discussion this morning.

Dr. **Wright**. Well, first of all I'm very encouraged that all of these things supportive of the Federal rule in vocational education. I didn't hear anyone say that we shouldn't be involved. Also you seem to agree in the Federal role, in that we should be concerned with the special populations, providing access, and also should be concerned with program improvement.

In particular I heard a plea for attention in the area of equipment and in facilities and in teacher retraining, upgrading and so forth. I think the overall theme of the day might be called one of coordination. That seemed to crop up in everything. When we were talking about the need for teacher training it was to coordinate with the private sector as well as with the universities who are preparing our teachers, and so I think coordination is important there. Coordination through the elementary level, through the high school, through the post high school. To work together in career guidance all the way through and in program areas so that the student has a continuum of an educational program from Kindergarten all the way through.

So I think—and also the coordination with JTPA, with the family support act that's coming up, welfare reform. All of these areas we've got a lot of coordinating to do, so I would say that's our major charge.

Senator **Kassebaum**. And ending some of the paper work.

Dr. **Wright**. Yes.

Senator **Kassebaum**. I don't know that that can be easily accomplished. Does anyone else have any observations they would like to make before we complete the hearing?

Mr. **Marsh**. The only thing I would remind you of, Senator, this is one of the finest vocational centers we have in Kansas, and I was asked to give you a personal invitation to be taken through some of the projects that were initiated by Perkins monies, and we'd be happy to do that, if you have the time.

Senator **Kassebaum**. Well, thank you. I am very impressed. I know the work that's done here, and I visited with some of the students last fall. It is very impressive. We're fortunate in having educators and students and administrators who are interested and involved that do make it work, and I very much appreciate everybody taking the time to participate this morning. To those who have come from some distance and from around the state, I thank you for coming to participate as well and will value any advise you offer between now and September when the Senate marks up the reauthorization legislation.

It would be my hope that at that point, we'll go to conference with the House. I would hope that by November we would see legislation that could then go to the president for signing. So, that's kind of the time frame we're talking about. In the Senate, we're really hoping to have several more hearing in Washington and around the country. We will not go into mark up until September. So there's ample time for input.

[Additional material with attachments supplied for the record follows:]

PREPARED STATEMENT OF WI/SE PARTNERSHIP FOR GROWTH, INC.

The purpose of this testimony is to describe some of the needs and concerns of the Wichita/Sedgwick County business community regarding the quality of the local work force. While there are many issues that could be discussed this testimony will limit itself to three areas:

1. work force demographics and their effect on economic development,
2. perceptions of the business community regarding the quality of the vocational/technical education program, and
3. perceptions of the business community regarding barriers encountered by individuals attempting to enter the work force.

In addition to outlining the needs and concerns, current initiatives will be discussed and several recommendations will be presented for consideration.

The manufacturing and health care industries are the two areas of the business community that are addressed in this testimony. These two industries account for more than 56,000 jobs within the Wichita/Sedgwick County area. Together they contributed over $1.6 billion in payroll (1987) and continue to be among the fastest growing industries in the area. Many of the concerns voiced by these two industries also transcend into the retail, finance and other areas of our economy.

The WI/SE Partnership for Growth, Inc. is charged with the task of developing and implementing Blueprint 2000, a comprehensive economic development plan for Wichita and Sedgwick County. Guided by a 15 member board of directors and employing a staff of 20, WI/SE developed six initiatives - business growth, downtown revitalization, education excellence, image/marketing, technology advancement and transportation enhancement. All of these are intertwined and represent a total economic development package.

The foundation for economic development is the development and maintenance of a continual supply of skilled workers. There are several trends within the work place that have a strong impact on the future needs of employers and thus employment and training providers. These include the integration of advanced technologies, the gradual shift from manufacturing to services and the increased emphasis on productivity coupled with the decline in our country's population, the shrinking pool of young workers, and the continued increase in women and minorities entering the work force. The communities that understand and plan for these changes will be the communities that will have a competitive advantage and experience continued growth.

Wichita/Sedgwick County is no different than the rest of the country when it comes to having to cope with these trends. Though our problems may not be of the same magnitude as the "big" cities, we still are looking at a dwindling supply of skilled, motivated workers. In addition, though our education system may not face the overwhelming problems of a "big" city school system, we still have a total drop out rate of approximately 18-20% with a 50% drop out rate for Hispanics and 40% drop out rate for African-Americans. We still have students graduating from our high schools lacking basic work force skills.

SMALL AND LARGE MANUFACTURING WORK FORCE

Our small manufacturers and large manufacturers are finding it increasingly difficult to find "job ready" manufacturing employees coming from today's high school graduates. They consistently find that today's high school students lack the basic skills of math, english, and communications. In addition, they are experiencing increasing difficulty in finding individuals that are motivated, punctual and willing to put in a full day's work when on the job.

Our manufacturers say that since the mid 70s, our educational system has not kept pace with the skill needs especially related to the machining trades. Students from the seventh grade to the ninth grade are neither made aware of, nor encouraged to pursue careers in a variety of different trades available in today's work place. This has resulted in a decline in the availability and quality of training in these trades. Counselors are seldom aware of opportunities available in the area of manufacturing technology and consequently do not encourage students to pursue a technical trade. There appears to be a general lack of emphasis by school personnel in the area of vocational/technical education and careers. The 1989 graduating class of a Sedgwick County high school is an example of this lack of emphasis. Out of 161 graduates 50% will enter a 2-4 year college, 7-8% will attend a technical program through a community college, 2% will enter the armed forces, 40% will go directly into the work force and less than 1% will attend the Wichita Area Vocational Technical School. Due to this lack of emphasis, good paying jobs go unfilled. At Beech Aircraft Co. a graduating college senior with a business administration major will start at $12.00 an hour. This is after investing approximately $15-20,000 in a college degree. However, a graduating high school senior with the proper skills could enter the work force at Beech and within two years progress to $10.00 an hour without the expenses or time of a college degree. A machinist after four years on the job, assuming the skills are there, can advance to $18-20.00 an hour.

This information is not shared in an attempt to downplay the importance of a college degree. There are many jobs that require an advanced formal education. Instead the point is that a college degree is not always necessary to obtain a good paying job with good benefits and one which is in high demand. Our public education system, administration and each teacher, needs to be aware of this and counsel students to determine early on in their education the general career path they wish to travel. This simply is not being done. As a result a large number of students (around 30-40%) graduate from high school without a career or job plan and thus are not prepared to enter the work force, attend college or pursue technical training. This leads to unemployment, 50%

drop out rate from college and under utilization of available technical training.

What little counseling that is done toward the pursuit of vocational/technical training is frequently targeted toward kids perceived to be uneducatable, thus giving VOTECH a reputation as a dumping ground. Since students have not been counseled early in their education career they find that upon entering vocational/technical training they are lacking in many of the basics, particularly math. Consequently, when they enroll in VOTECH classes they frequently cannot pass the screening test, or if they do, they become frustrated at the level of required knowledge which leads either to a large percentage dropping out or to the school providing more and more remedial classes. (See attachment 'A' for additional information).

In addition to an underutilized and poorly perceived VOTECH school, there are other barriers that deter individuals from entering the manufacturing work force. In a 1988 survey, 750 Sedgwick County businesses were asked for their most critical skill needs. The number one response was 'dependable, willing to work, motivated people" and the number two response was 'people with basic math, reading and writing skills. (See attachment "B"). These results are indicative of the problem that is facing employers as they attempt to hire individuals and for that matter, the VOTECH which needs 'trainable' people too.

One local major employer held a Job Fair in February, '89. Several thousand people showed up seeking employment out of which a few hundred were processed. Of those few hundred only 25% were able to pass the drug test, personal interview, medical examine and eventually the training school. The majority were terminated when they were unable to complete the level of work that was required during the training school. When asked what was the most prevalent missing skill the employer stated without hesitation...math. He indicated that the entry level worker for his company is required to do 6th and 7th grade math. To be hired in at a higher level they must be functional in high school algebra.

Wichita and Sedgwick County manufacturers are frustrated with the increasing number of illiterate people seeking employment. They feel that kids are graduating from our schools unprepared to enter the work force, college or VOTECH schools. They sense a feeling of apathy on the part of students regarding their education, among parents regarding their child's future, and among the schools regarding preparing our youth for a variety of options. They profess that: a. there must be a change in the attitude of counselors, parents and students towards employment in general and manufacturing careers in particular, b. vocational/technical schools must upgrade their existing equipment and facilities to provide the training so desperately needed by local manufacturers and c. businesses and schools must work together in solving these problems.

HEALTH CARE WORK FORCE

Expansion of the labor pool of registered nurses has been identified during the past few years as a critical need in this region by the health care industry, colleges with health professional programs and the media.

Receiving less attention in the media -- but just as critical -- are personnel shortages in the allied health care professions and paraprofessions, which form a large segment of the health care work force.

Nationwide shortages identified in recent studies by the Departments of Labor, Education and Health and Human Services have focused on the larger professions, including occupational, physical, and respiratory therapists, laboratory and radiology technologists, dieticians, and medical record administrators, among others.

Shortages among the higher skilled allied health care professionals pose at least two related work force problems: 1) the need to quickly develop large numbers of technicians or paraprofessionals to work in an accessory capacity with the professionals; and 2) the need to attract students who are underrepresented in the allied health professions -- minorities, older students, individuals seeking a career and males.

To attack these immediate work force problems in the health care sector, concerns which must be addressed include: 1) barriers to entering the health care work force; 2) support for vocational-technical education programs; and 3) methods for developing comprehensive educational programs from the vocational-technical level through the university level, including work-study and other financial support.

A number of programs, including the LPN, the Licensed Mental Health Technician, the Surgical Technologist and others, are currently being offered through vocational schools.

To deter an impending crisis in the health care labor pool, additional programs for technicians and other paraprofessionals need to be designed through the vocational-technical schools to provide a base of support for technologists and professionals and to serve as a cost-effective "feeder" program to the professional career level.

Many of the paraprofessional/technical-level health care programs require at least nine months of concentrated study which includes anatomy, physiology, microbiology, math, and other related science courses, along with clinical and laboratory experience. They often require a full-time commitment of the student. A full-time commitment to an academic program is not usually an option for the non-traditional student who may be a single parent, the sole wage earner, or have other financial obligations.

Many allied health programs differ considerably from traditional academic programs in that they require extensive clinical experience --

thus, more clock hours and fewer work schedule options. Creating more flexible programs will be costly but essential if these programs are to serve the non-traditional student.

Even more critical -- considering the Department of Labor's profile on the future labor pool available to the health care sector -- will be the vocational schools' ability to provide support to the educationally and economically disadvantaged non-traditional student. That support must include: 1) extensive aptitude and vocational readiness; 2) remedial basic skills, including remedial science options; and 3) strong counseling programs, including financial and study support resources and information.

To a large degree, public and private post-secondary organizations compete for students and have not established comprehensive and multiple paths from the paraprofessional to the professional level.

Two local junior colleges, Hutchinson and Butler County, have established articulation agreements with the Wichita Area Vocational Technical School for some of its health-related professional programs so that students attending WAVTS can transfer some credits to these schools. Students seeking a baccalaureate degree, can then transfer those credits through the junior college to a four-year institution.

Although some flexibility is available, the non-traditional student -- especially one who has been away from the classroom for a number of years -- may need flexible classroom schedules, extensive support from counselors and financial advisors, and work options throughout the study program.

Vocational schools will also need the flexibility to create and modify existing programs to manage supply and demand within the labor market. Major changes in health care financing policies, technology or regulations can immediately affect supply and demand.

Vocational schools -- like other state-supported schools -- must go through an extended needs assessment and other planning and approval mechanisms to create new programs. Because of the dynamic changes in the health care field, response time for new program development and expansion is a critical factor.

By the early 1980s, hospitals had, for the most part, transferred allied health professional programs to the public and/or private school sector. Hospitals continued to provide indirect support to the programs by providing a clinical site and other services to the academic-based programs. However, few hospitals continued to provide basic training and education for the professions and paraprofessions, because the programs were costly, did not have the prestige of an academic program, and duplicated existing community education resources.

Within the last two years, academic institutions have come to the hospital industry in Wichita to request funds for faculty and equipment for their programs. Without industry support, the schools cannot expand their programs to meet the immediate labor force needs in Wichita.

The hospital industry has traditionally provided a great deal of support to the schools, including faculty, clinical site supervision, and a variety of other hospital resources. However, the hospital industry is itself stressed by reduced federal support, increased salary demands, and recruitment and retention costs. Except for 'work/scholarship' programs, support of allied health programs does not guarantee the sponsoring hospital that recruitment will be effective. The current work force issues are monumental and require government as well as industry support of allied health education.

To combat the negative image of the allied health care professional as lacking autonomy to work as a practitioner, as lacking job securing and variety, and as lacking earning power equal to other professions, a number of national and regional campaigns have been launched.

In Wichita, a number of efforts are being made by the professional organizations and the health care industry to promote allied health careers. A media campaign was supported by local hospitals to promote the scope and variety of nursing career options.

These efforts -- often directed to the easier-to-reach post-secondary student -- do not address the work force needs which in many of the allied health areas range from 75-87% anticipated job growth by the year 2000.

CURRENT INITIATIVES

The WI/SE Partnership is spearheading the following initiatives directed toward the resolution of the needs of the local business community.

I. BEST (Business/Education Success Team)

A county-wide business/education partnership targeting K-12 grades that is funded and directed by the WI/SE Partnership. Current programs provide for: a. recruitment of minority teachers, b. business internships for teachers, c. summer employment opportunities for teens, d. exploration of post-secondary education options by high school students, e. increased parent participation in early school years and f. enhancement of the economic education curriculum and teacher training.

II. Machinist Apprentice Training Program

Planned and implemented by a machinist employer group working under the direction of the WI/SE Partnership, this program was endorsed and received funding from WI/SE in May 1989. It addresses the community's most critical specific skill need and provides a valid long-term solution to the problem. This program will train 40 apprentices per year.

III. CNC Programmer Training

A partnership initiative among WSU, WI/SE and an employer group, this program also targets a specific critical need and provides for the upgrading of persons employed in manufacturing.

IV. Direct Support of Wichita Area Vocational/Technical School (WAVTS)

The WAVTS has become more aware of the need for enhancing its curriculum, teaching and equipment. Recently, with the support of WI/SE it successfully applied for and secured funds through the Kansas Technology Enterprise Corporation for a CNC milling machine. A General Advisory Committee is focusing on the improvement of the school's image to business and potential students. The operating structure of other successful schools are being studied. The school recently established a sheet metal training program that, for the first time meets the needs of all the local light plane manufacturers. WI/SE is actively involved as a facilitator for many of these initiatives and will be expanding its support during the coming months.

OVERALL RECOMMENDATIONS

I. Streamlined access to federal funds

Local economic development organizations and chambers of commerce usually do not have experienced grant writers on staff which make it difficult for them to apply for federal monies. Recommend that the process for requesting fund be streamlined and that federal support personnel be provided to local organizations to assist them in making application.

II. Increase level of state support for technology education

Due to rapid technological change and the tremendous expense incurred in purchasing up-to-date equipment, technical schools frequently cannot afford to make necessary purchases. Recommend that funding be provided through the states to local entities for equipment purchase and the hiring of skilled faculty.

III. State wide marketing campaign enhancing image of vocational/technical education

The public's image and awareness of available technical careers needs to be raised. Recommend that funding be earmarked and provided to states to underwrite state wide marketing campaigns targeting students, teachers and parents. These campaigns should emphasize viability of technical jobs, clean working environment, hi-tech skills, available training and good pay.

IV. Federal funding of demonstration projects in technology education

Challenge or matching grants could be provided on a competitive basis to local entities that create models for demonstration projects. Criteria should emphasize cooperation between schools, businesses and community.

V. Solicit involvement of and input from chambers of commerce, economic development groups and business community

Since the business community are the users of the product of VOTECH schools and the quality of these schools is directly connected with the development of a skilled work force both of which are tied to economic development, recommend that all of these entities be involved at all levels with the evaluation of the VOTECH system.

SUMMARY

As the challenges become more and more evident related to economic growth, we are encouraged that a broad spectrum of constituencies are gathering around the table to marshall their combined resources in tackling these issues. There are no quick fix solutions. Instead, it is going to take entire communities and all levels of government making the crisis in the work force their top priority to cause change. Wichita and Sedgwick County are ready to make that commitment.

WI/SE is an action oriented organization and does not plan to sit on the sidelines and allow the future to occur unplanned. The WI/SE Partnership offers its expertise in providing additional local information on this subject.

Attachment A

2/5/89

"Barriers tc Vocational Education" (A report by Loren Ralston, chief, Scientific Information Systems, Learjet Corporation and endorsed by the General Advisory Committee for Vocational and Continuing Education)

When considering ways to improve the present vocational education program, we need to consider all aspects of the task, including those barriers that will provide a challenge in producing employable students who are trained in the basic skills of a profession so they will have a measured probability of success. Below, in outline form, is a list of items to be considered when planning program enhancements.

Barriers to Vocational Education Programs

I. Student Considerations

  A. Language - Students with minimal English skills will have difficulty in learning the jargon that is common to the technology that they have chosen to study.

  B. Cultural - Students with varied cultural background require different approaches in effective teaching to produce an employable graduate.

    1. Work Ethic - Students attitude toward work may, in itself, limit their ability to obtain and keep a job.

    2. Authority - An attitude against submitting to authority will make the student unemployable.

    3. Peer Influence - The cultural environment of some students will not provide any peer support and may even produce ridicule for continuing education.

    4. Acquired Experience - Much of the motor and dexterity skills learned from childhood experiences may not have been available to all students.

  C. Education - Many of today's high school graduates are functionally illiterate.

    1. Education Burnout - After 13 years of education with no recognizable benefit to their life style, students may not be motivated to sign up for two more years.

2. Learning Acuity - Students with poor study habits, a short attention span, and lacking in reasoning and problem solving skills may not be able to cope with the demands of a technical curriculum.

D. Expectations - Students may have unrealistic expectations or inaccurate understanding of the job field that they are entering.

1. Aptitude - Students who enter fields in which they have no aptitude and fail because of lack of ability or lack of interest, will probably not re-enter programs in other fields.

2. Counseling - Students may be more motivated by the potential for making money than by the demands of the job. The most influential counseling probably will come from peers or family.

3. Perception of VoTech - The public perception of the public vocational school program is less than desirable.

E. Finances - Financial pressures may influence the students' ability to successfully complete a vocational program.

1. Need for Income - Students who are self-supporting or heavily in debt will have to maintain near full time employment while acquiring an education.

2. Transportation - The location of the facilities for the vocational program and the lack of public transportation may make it necessary for students to own reliable transportation. The cost of owning this transportation, the lack of credit, and the ability to repay debt may be beyond the students perceived ability to attend classes.

3. Dependent Children - More often, students have the responsibility for taking care of children during the time that they could be attending school. Day care nurseries or baby sitters are costs prohibitive for the average vocational student.

II. The Vocational Program

A. Changing Technology - Today the technology in almost all trade skills is changing so rapidly that many of jobs outside of the service industry will not exist by the time todays' student reaches the mid point of his/her career. In manufacturing, three out of four job skills that will be required by todays' students do not even exist today.

1. Text Books - Text books and other teaching materials typically lag the industry by seven or more years.

2. Teachers - Assuming that the knowledge of the teaching staff nearly correlates with that of a graduate engineering student, the half life of a teacher would be on the average three years.

3. Scope of Application - Technological advancements are being incorporated into almost every facet of our daily lives. Even a cursory exposure to each of the applications would be unmanageable in scope.

B. Motivation - Proper motivation of the students is an imperative to a successful program.

1. Teacher Expectations - Low expectations early in the program will lead to under achievement and poor employees. Too high of a standard can overwhelm the students and cause them to drop out.

2. Competition - Short term solutions to students' needs discourage them from continuing their education.

    a. Quick Income - Income from drugs, prostitution and other vices provides financial benefits greater than the job market offers.

    b. Welfare - Easy access to welfare programs often make them more attractive to students who lack direction than the job market.

    c. Private Schools - The hard sell of private schools operated for profit will attract many of the better students.

3. Teachers - The lack of qualified teachers will be the greatest concern in structuring future programs.

    a. Alternate Teaching Methods - Computer and interactive video technologies will have to be used to supplement the ever changing curriculum.

    b. Part Time Teachers - Teachers of "leading edge" technologies will probably have to come from industry and work on a part time basis.

   c. Teachers will have to deal more and more with the motivation and self esteem of each student.

III. Resources

A. Industry - Industry will have to contribute to the public vocational education program.

1. Regulation - Changes in law and in employee union attitudes will be required to allow industry to become a major contributor to future programs.
2. Equipment - The only way that students can obtain hands-on experience with the equipment that will be sued by industry, will be thru industry participation.
3. Entry Level Jobs - Industry will have to provide entry level jobs.

B. Government - Government will have to be the standard bearer for changes in the public vocational school system.

1. Incentive - The government must provide the incentive to induce companies to participate in vocational education and insure that the nonparticipating companies do not obtain an unfair advantage by their lack of commitment.
2. Promotion - The government will have to direct a program to change the image of the public vocational programs, in order to make it more attractive to both the student and the employer.
3. Curriculum - The development and financing of teaching materials, especially text books and self-teaching computer based courses, will have to be done on an interstate level thru government support of thru professional organizations.
4. Student Financing - Student loan guarantees need to be extended to vocational students for some job/school required items. As an example, students could get entry level jobs without having the minimum tools required for the job. In a typical manufacturing job, this could be a $150 or $300 expense per student (job candidate).

The above list is not all inclusive and is slanted toward the requirements of the manufacturing industry. I am sure persons working in other industries can add the requirements and barriers that their industry imposes.

L. Ralston

Attachment B

SPECIFIC WORK SKILLS IN SHORT SUPPLY

1. Dependable, Willing to Work, Motivated People
2. Basic Math, Reading, Writing Skills
3. Sales Representatives
4. Machinists - Tool & Die Makers
5. Mechanics
6. Clerical Skills (shorthand, typing, etc)
7. Computer Skills
8. Electrical Technicians
9. Molders/Welders - experienced
10. Construction/Carpenters

Note: Most critical skill needs in order of most frequent response. Result of 750 personal surveys of Sedgwick County businesses during 1988.

December 9, 1988

Pittsburg State University
Technical Education Department
Pittsburg, Kansas 66762 • 316/231-7000, Ext. 4632; Kans-a-n 566-4632

June 26, 1989

Honorable Nancy Kassebaum
c/o Ms. Georgia Ptacek
111 North Market
Wichita, KS 67202

Dear Senator Kassebaum:

The purpose of this letter of transmittal is to convey my intention to submit written testimony, for your consideration, regarding reauthorization of the Carl D. Perkins Vocational Education Act of 1984.

Nationally, I represent a group of vocational industrial educators who have drafted a position paper and recommendations that we believe are appropriate for vocational education and vital for many young people who need and choose to pursue an occupational education program.

The enclosed statement and documentation is from the National Association for Trade and Industrial Education (NATIE) for the Wichita, Kansas, June 29, 1989, hearing record. The recommendations reflect the concerns of individuals from the private sector regarding the improvement of vocational education in general and trade and industrial education in particular.

Thank you for providing NATIE the opportunity to bring our position to you for consideration. It is gratifying to have a Kansas senator who is taking an assertive leadership position in the formulation of national policy for Vocational Technical (Applied Technology?) Education.

Respectfully,

Jesse L. Hudson, Assistant Dean
School of Technology and
Applied Science

mat

PREPARED STATEMENT OF DR. JESSE L. HUDSON

Senator Kassebaum and Members of the Subcommittee:

We in Trade and Industrial/Technical Education (NATIE) wish to thank you for the opportunity to present this testimony on behalf of all of the groups involved in the preparation of this Position Paper and accompanying recommendations.

NATIE represents all groups involved in the delivery of Trade and Industrial/Technical Education--Teachers, Local Supervisors, Teacher Educators, State Supervisors, Business, Industry and Labor. We have worked in concert with State Supervisors of Trade and Industrial/Technical Education from across the nation to arrive at the enclosed Position Paper with recommendations.

The thrust of our Position Paper is for program improvement so that students learn more efficiently and effectively. We feel that these recommendations set the stage for program improvement. They are art designed to improve administration or fiscal activities.

Concern for serving at risk students is very legitimate, NATIE feels there could be a better method for allocation of funds for target populations than the array of set asides that are cumbersome and a management nightmare. Therefore, NATIE would urge Congress to seriously consider a way of streamlining the way funds are made available to program providers who are serving at risk populations.

The NATIE Coalition of Trade and Industrial/Technical Educators presents this testimony in the light that strengthening the quality of vocational Technical programs by insuring standards and accountability will result in excellence in programs for all students seeking training for employment.

Included in our testimony is:

Exhibit A. NATIE Coalition Position Paper and recommendations.

Exhibit B. Rationale to support the recommendations.

Exhibit C. An example of standards already in place in one program area, Automotive. This model serves as an example for future endeavors and cooperation with business and industry. This model is compatible with NATIE recommendation No. 2 regarding standards promulgated by business and industry.

Exhibit D. Letters of support for the recommendations.

Exhibit E. Examples of quality vocational Trade and Industrial/Technical Education.

Some of the material included in D. and E. above are materials that focus on the industrial student organization, The Vocational Industrial Clubs of America (VICA). These comments are typical of the support of Business, Industry and Labor for our programs when these groups are aware of what vocational industrial education is all about. In almost every case when business and industry back away from vocational education, it is because they usually have never had the opportunity to experience job specific vocational industrial education at the secondary level.

We appreciate this opportunity to present our material as part of your evidence when considering reauthorization of the Carl D. Perkins Vocational Education Act.

EXHIBIT A

POSITION PAPER AND RECOMMENDATIONS ON TRADE AND INDUSTRIAL/TECHNICAL EDUCATION FOR REAUTHORIZATION OF THE CARL PERKINS ACT

by

THE NATIONAL ASSOCIATION FOR TRADE & INDUSTRIAL EDUCATION COALITION*

The Significance of Trade and Industrial Education

Trade and industrial/technical programs can impact on our nation's efforts to expand the U.S. capacity to compete internationally, develop and maintain a strong national defense system, and improve the national well-being.

Position

It is the consensus of the National Association for Trade and Industrial Education (NATIE), as the leadership group for professionals and the private sector that is concerned with trade and industrial/technical education in the U.S., that a revitalized, vocational trade and industrial/technical preparation delivery system will strengthen our nation by improving the skill competency of its workforce. NATIE feels the reauthorization of the Carl D. Perkins Act can have a significant impact on our nation.

Vocational/technical education prepares youth and adults for employment in skill trades and other technical, industrial and service occupations.

Statement of the Problem

The U.S. has lost its competitive edge.

While the United States has generally excelled in manufacturing and processing of finished goods and the servicing of products, recent factors, including competition from foreign countries, have significantly altered our economic standing among nations. Circumstances such as these imperil the vitality of our economic development.

Experts variously explain the causes. One major cause is the continuing need for a well-educated and occupationally competent workforce. Moreover, a well-prepared workforce is critical to developing and maintaining our national defense system. We feel that a strong vocational trade and industrial/technical education program can have an impact on these problems. However, the capacity of trade and industrial/technical education to deliver quality programs has been eroded over recent years.

*The complete position paper supporting this statement and recommendations is available from the coalition.

NATIE, Inc., P.O. Box 1665, Leesburg, VA 22075

June 19, 1988

Recommendations

1. Provide additional emphasis on federal funding for skilled occupational (job specific) preparation that is employment related.

2. Provide funds to implement measurable state standards that include: instructor updating, student leadership development, and a quality teacher education program. Vocational programs must be based upon input and review from business, labor and management, and must provide adequate time-on-task and curriculum content, as required by industry, to permit the development of entry level skills.

3. Provide funding for adequate student support services such as occupational guidance counseling, testing and placement.

4. Allocate federal funds specifically for teacher education, equipment upgrading, state and local supervision/leadership, salary supplements for teachers recruited from business and industry, industrial update workshops for instructors, and curriculum development.

5. Provide funds for demonstration programs in new and emerging occupations.

6. Provide funds to establish state level industrial research related to skilled occupational preparation.

7. Provide funds for instructors to maintain currency in their field by returning to industry periodically with pay. Federal and State funds will be allocated to cover this instructor updating.

8. Establish and fund a federal cabinet level executive agency to coordinate all industrial job training. This office shall coordinate training in concert with national technical committees that are to be established under reauthorization.

9. Establish and fund a state level industrial/technical extension service (using the agriculture extension service as a model) to assist small business operations in furthering industrial/economic development.

10. Provide funds for the operation at the state and local levels of the approved industrial student organization (Vocational Industrial Clubs of America) as part of the curriculum.

11. From the portion of the allotment of each state available for Title II, Part A, for each fiscal year, at least 25 percent of the funds available for this title shall be used for secondary skilled occupational preparation.

12. Each state plan shall contain an agreement which provides that credit will be granted by postsecondary institutions for competencies completed at the secondary level for skilled occupational preparation.

NATIE, Inc., P.O. Box 1665, Leesburg, VA 22075

June 19, 1988

RATIONALE

To support recommendations proposed for reauthorization of the C. Perkins Act by the NATIE Legislative Coalition based on input from October 1986 through July 1987.

NATIE POSITION PAPER

The National Association for Trade & Industrial Education (NATIE) believes that Trade & Industrial/Technical Education can best serve its students and the nation by:

- Strengthening the basic work ethic while reinforcing the commitment to produce quality products/providing quality services.
- Providing skill development through education and training at the most appropriate time and place for a majority of individuals.
- Offering quality instruction so as to give "value added" to basic skills and priority to training for those occupations that cannot normally be mastered without formal specialized instruction.

NATIE is a national organization representing the professional and private sector that is concerned about trade and industrial/technical education in the United States. Members are individuals from business, labor, and management, T & I/technical state supervisors, instructors, teacher educators and local administrators.

Statement of Problem

The concern that provided the impetus for NATIE's efforts is the fact that the United States has lost its competitive edge and is losing the standard of living that we have known.

Background

Since 1917, Congress has passed several laws and appropriated funds supporting public school vocational education. Congress, as is generally the custom, prefaced each law with a summary finding.

The finding for the 1917 Act, for example, was the need for promotion of vocational education and federal cooperation with States. The 1963 Act called for the strengthening, improvement, and expansion of vocational programming. The Carl D. Perkins Act, 1984, the most recent federal law, emphasized the strengthening of the economic structure, human resources, and the Nation's defense capabilities through high quality programs of vocational education.

Congressional interest in and commitment to vocational education is not inherent in the program, but in its potential to respond to

EXHIBIT B

emerging conditions. When the nation urgently needed workers during World Wars I and II, vocational education provided short-term, very concentrated training. It was the Nation's training system.

Cornerstones

The enactment of the Smith-Hughes Act resulted in strong vocational education programs. Since then, Congress has earmarked vocational education funds for a myriad of activities, including career education, sex equity, disadvantaged and handicapped students, incarcerated persons, single parents, and limited English-speaking persons. The most recent vocational education legislation, the Carl D. Perkins Act of 1984, included setasides amounting to fully 57% of the federal grant to states for programs and services to those with special needs. There is no question that these special populations need to be served. There is, however, a growing concern among T & I/technical educators that there has been declining emphasis on the occupational or job training aspect of vocational education. It is, after all, the training which is critical to the national welfare, national defense, and international competitiveness. Furthermore, if the at-risk youth are to be served in the vocational training program, it is prudent to maintain quality programs in order to serve all youth seeking job training.

Shrinking Work Force

Several societal factors are now converging which require that the Nation pay more attention to education and vocational education. According to several observers, a worker shortage crisis is at hand.

Twenty-three percent of the U.S. population, in 1978, was in the 16 to 24 age group. By 1995, that age group will be 16 percent of the population--a decrease of seven percent. This difference translates into a decline of 4 million young people available for work.

The continuing pace of job creation and the increasing demand for highly skilled, literate workers places yet additional strain on the labor pool. It is a crisis fueled by current and future productivity work-place requirements. However, the crisis is intensified by the prospect of entering the twenty-first century with two kinds of workers: not simply employed and unemployed, but rather employed and unemployable. No longer can functional illiteracy be disguised by an unskilled--but high paying--assembly line job. Various analyses report that between 23 and 77 million adults are functionally illiterate.

With the work force aging and the overall decline in the number of youth, employers will be competing for an ever-shrinking labor pool. At the same time, the size of minority and low-income youth populations will increase. Historically, these two groups have the highest unemployment rates. Minorities and immigrants, between the years 1987 and 2000, will account for over 80 percent of the net additions to the labor force. The educational achievement generally of these groups is weak.

While there continues to be a decrease in the number of unskilled jobs, many skilled workers are in jeopardy due to job/industry obsolescence or unprecedented foreign competition. Just fifteen years ago, 70% of the world's technology was developed in the U.S.; today, it is 50%. By 1990, it may only be 30%.

Adult workers face other problems. Industrial competition is inflicting dislocation on them. Between 1981 and 1986, some 2.2 million workers were dislocated annually, for a total of about 11 million.

This and other information leads us surely to conclude that as a nation we must improve the education and occupational preparation of each and every citizen. Today, and tomorrow, as never before, investment in developing workers is critical--they are a scarce resource.

A VIABLE RESPONSE

Vocational education generally and trade and industrial/technical education particularly have the potential capacity to deliver the quality programs. Today T & I/technical education comprises the majority of vocational program offerings across the country.

It is a job specific education and training program which prepares youth and adults to enter or advance in occupations required by the labor market to meet identified industry, community, and national needs. These occupations are found on multiple levels and include operators, semi-skilled, and skilled craftsmen, technicians, and supervisors and mid-managers who organize and supervise work and maintain quality and productivity.

Position

It is the position of the National Association for Trade and Industrial Education (NATIE), as the leadership group for professionals and other interested parties, that a revitalized, repositioned vocational trade and industrial/technical education delivery system will strengthen our nation by improving the skill competency of its work force. NATIE decries that the capacity of T & I/technical education to deliver quality programs has been eroded over recent years.

The occupational skill level needed by individuals and required by industry bear out the necessity for a comprehensive delivery system that maintains the integrity of its components and a balanced array of services. Current federal legislation, as implemented, encourages only fragmented refinements.

When a vocational education system functions effectively, the benefits to students are manifest. A case in point is the recent finding of a study of 1983 tax records of 1979 high school graduates. Secondary school graduates, with vocational training, earn 21% more four years later than their counterparts who had no such preparation. Some of the higher earnings achieved by former vocational students were in such occupations as machine shop, electronics, and auto mechanics.

The Significance of Trade and Industrial/Technical Education

T & I/technical programs are critical in our nation's efforts to:

(1) Develop and maintain a strong national defense system;
(2) Improve the national welfare; and
(3) Expand the economic competitiveness of the industrial system.

As for the national defense, Robert M. Worthington identifies in "The Ailing Defense Industrial Base: Unready for Crisis," a report prepared by the House Committee on Armed Services, broad problems demanding national attention. Worthington cites skilled worker shortages in such areas as electronic technicians, precision machinists, skilled assemblers, tool and die makers, and shipfitters. He stated that the impact of such a situation could seriously impair our defense preparedness. T & I/technical education provides training in each of these occupations.

As for the national welfare, a change as dramatic as the Industrial Revolution is taking place in the nation's industries. Blue-collar, unskilled labor jobs are disappearing in the wake of increased technology. Unless displaced workers are appropriately re-trained in skilled technologies, a national crisis is in the making. In addition to technical skills, today's vocational graduates need a sound background in basic language, math, and problem-solving skills.

Finally, in order to expand the economic competitiveness of our industrial system, it is essential that we have a strong manufacturing economy in order to be able to compete with other countries. Any manufacturing base by definition is dependent upon trade, industrial, and technical occupations for its success. Eugene C. Hornberger, Manager, Newport News Shipbuilding and Dry Dock Company, Virginia, stated that "if the United States is to remain competitive in the world market, and if we are to maintain our defense preparedness, we must work toward creation of a well-trained technical labor pool. Industry must realize the stake it has in vocational education."

EXHIBIT C

Byrl R. Shoemaker, Ph.D.
Educational Consultant
92 Ceramic Drive
Columbus, Ohio 43214

MEMORANDUM: February 24, 1989

TO: Jack Jennings, Chief Counsel, Education and Labor Committee, U.S. House of Representatives
FROM: Byrl R. Shoemaker, Ph.D., Educational Consultant, National Automotive Technician Education Foundation (NATEF)
SUBJECT: Proposal for the Development of National Standards by Industry/Education Committees for Vocational Technical Programs and Procedures for the Operation of Voluntary Certification Programs

The impact of the "Nation at Risk" report has brought about the expansion of academic requirements at the secondary and post-secondary levels of education. Improvements realized in the basic education competencies of youth, however, is questionable. What is not questionable is the fact that dropout rates are increasing over the nation, as we attempt to force all youth through outmoded and educationally unsound programs of college preparatory education, and the quality of and enrollments in vocational/technical programs, particularly at the secondary level, have been adversely affected. Time on tasks in vocational/technical education has been greatly reduced in many States.

It is estimated that a maximum of 20% of the jobs in the work force will require a college degree. In 1980 the U.S. Department of Labor projected the percent would reduce to 16.5% by 1990. The college graduates are important to our economy but so are the other 80% of the people in the workforce and the needs of the 80% for preparation for work has been a low priority at the national level.

This nation cannot survive on either a service or information economy. All such functions must be supported by wealth producing jobs in industry, agriculture and mining. Vocational/technical education is more essential to both service and wealth producing occupations than any other educational effort in our nation.

For most youth, high school is their last opportunity for free and full-time education. This is particularly true for youth at risk. There is overwhelming evidence that youth, in the last two years of high school can be prepared for entry level skilled occupations if:

a. There is adequate equipment;
b. A competent instructor;
c. Students have basic reading and math skills which are THE RESPONSIBILITY OF EDUCATION IN GRADES K - 10;
d. A major part of the school day in the last two years is allocated to learning the skills of the occupation and the APPLIED MATH, SCIENCE, AND TECHNICAL INFORMATION ESSENTIAL TO THE OCCUPATION.

Demographic facts on population trends highlight the shrinking youth population and demand that we make the best use of this scarce commodity. Both secondary and post-secondary programs are essential, but both must meet higher standards than are now practiced in many programs over the nation if our nation is to survive in a "dog eat dog" worldwide economy. Our national defense is much more dependent upon our manufacturing and service skills than a number of the professions.

Recently John Pohanka, Chairman, Nancy Hall, Director, of the National Automotive Technician Education Foundation (NATEF), Ron Weiner, President of the National Institute for Automotive Service Excellence (ASE), Madeleine Hemmings, Executive Director, NASDVE, and I visited with you. NATEF is the organization which promotes and directs the certification of automotive technician training programs over the nation under the direction of ASE. The goal of the program is to improve instruction in the automotive training programs over the nation.

The automotive service dealers over this nation need approximately 20,000 new technicians each year for growth and 60,000 to replace those that retire or leave the occupation. ASE, through NATEF, has set minimum standards for automotive technican training and has established a model for voluntary certification of such programs over the nation. The process is working, it is improving the quality of the participating programs in the secondary, post-secondary, community college and private institutions. It has the support of industry and education. At the outset of the program, members of the ASE Board stated the automotive service industry had to depend on the vocational/technical programs over the nation for their new employees but that "sixty-percent of the programs were not worth a damn".

It is reasonable to assume that other industries are becoming desperate for competent entry level workers who have had training in quality vocational/technical education. It is for this reason the attached proposal is made for inclusion in the revision of the Carl Perkins Act. The proposal is intended to suggest a pattern for establishing industry/education committees at the national level and to encourage State participation. The language in the attached proposal will need to be adjusted to meet legislative standards and form.

Proposal for Development of National Standards for Vocational Technical Programs by Industry Education Committees and Procedure for Operation of Voluntary Certification Program

A. It is proposed that an authorization of five million dollars (5,000,000.00) be added to an appropriate section of the Carl Perkins Vocational Education Act, during the re-authorization period, for the organization and operation of industry/education committees to develop national standards for major trade and technical occupations and a procedure for evaluation and certification of programs that meet the standards.

I. STANDARDS

Standards to be developed by such committees must include but not be limited to:

1. Major divisions or specialty areas identified within the occupation;
2. A task analysis of the occupation by major division or specialty area and the minimum tasks to be included in a course of study;
3. Minimum hours required in a course of study by the major divisions or specialty areas;
4. Minimum tool and equipment required in terms of :
   (a) Common student tools;
   (b) Special tools in limited quanity in central tool facility;
   (c) Minimum equipment required for each specialty area;
5. Participation in program organization and operation by an advisory committee and the representative membership of such a committee;
6. Qualifications of instructional staff;
7. Additional factors that have an important effect upon teacher-learning conditions.

II. ALLOCATION OF FUNDS

a. National

1. Funds would be allotted on the basis of challenge grants to industrial trade associations or comparable national organizations that would provide a one third matching grant. To qualify for the grant the initial application would:

(a) Identify the occupational area;
(b) Identify the participating industries or organizations, labor representatives, and vocational educators;
(c) Identify the coordinating industry or organization that would be responsible for organizing the committee, group or association;
(d) State provisions for accountability of funds;
(e) Source of matching money.

2. Grants, would be made to successful applicants not to exceed $100,000.00 the first year, $150,000.00 the second year, and $200,000.00 the third and succeeding years

b. State

1. Funds would be allotted on the basis of challenge grants to States that would provide a one-third matching grant to encourage and assist vocational/technical institutions in their States to meet the national standards identified in A above. To qualify for the grant the initial applicant would:

(a) Guarantee matching funds (State matched funds maybe taken from the State's federal program improvement allocation);
(b) Agree to assign a full-time person to encourage and assist vocational/technical programs in their State to meet the standards developed at the national level;
(c) Provide for the accountability of funds.

III. ADMINISTRATION OF GRANTS

a. Industry/Education Grants

1. Approval of grants and monitoring of progress and accountability of funds would be the responsibility of the Office of Vocational and Adult Education in the U.S. Dept. of Education.

2. Grants shall be made to applicants on the basis of the adequacy of the application, availability of matching funds from applicants and either the size of the workforce represented by the occupation or the importance to our domestic economy.

3. Performance standards would be established by the Office of Vocational and Adult Education for successful grant applicants and performance reviewed annually.

b. State Grants

1. Funds would be allocated by the Office of Vocational and Adult Education to States on the basis of challenge grants requiring one-third matching by the State.

2. States would be required to:

(a) Assign one person full-time to encourage and assist ~~training~~ programs over the State to meet standards developed by the national industry/education committees;

(b) Provide for accounting of funds as required by OVAE.

February 24, 1989

EXHIBIT D

IBEW

INTERNATIONAL
BROTHERHOOD OF
ELECTRICAL
WORKERS

1125 Fifteenth Street, N.W.
Washington, DC 20005
(202) 833-7000

J. J. BARRY
International President

JACK F. MOORE
International Secretary

December 1, 1987

Mr. Francis T. Tuttle
President
American Vocational Association
1500 W. 7th
Stillwater, OK 74074-4364

Dear Francis:

There is little need to tell you that this nation is in serious trouble. Not only have we felt the ill effects of international competition, sick industries, worker obsolescence, and challenges to our financial markets, but there is an undertow to destroy basic institutions such as vocational education.

As I previously mentioned to you at the Center for Research in Vocational Education, for nearly two hundred years we have wasted one of our most valuable resources and that is our human capital.

We have a full employment law, but no policy, game plan, or other device to achieve it.

We speak of retraining. I submit that if workers were being adequately trained to be employable, they would not need to seek this thing we call "retraining." A worker's job security should be based on the skills and knowledge from proper education and training and not from systems that are attempting to put Band-Aids on our failure to train workers adequately in the first place.

I do not have to tell you what vocational education should be. However, I and several others from business and the vocational education community have prepared a list of eleven recommendations that we feel are the bare minimum needed to assist in restoring our competitive edge. These recommendations are attached for your information and any support that you can give them.

INTERNATIONAL BROTHERHOOD OF ELECTRICAL WORKERS

Francis T. Tuttle
December 1, 1987
Page 2

Since copies of these recommendations are currently being circulated throughout the country and to friends on Capitol Hill, you will probably see these recommendations several times before the reauthorization.

Best wishes.

Sincerely yours,

Kenneth R. Edwards
Director
Skill Improvement Department

KRE:lwf
Enclosure
bcc: E. Smith

Electronic Industries Association

RECEIVED
[illegible]
Nov 27 9 25 AM '87

November 20, 1987

Mr. Charles Henderson
Trade & Industrial Education
State Department of VO-TECH
1500 West 7th Avenue
Stillwater, Oklahoma 74074

Dear Mr. Henderson:

I want to take the opportunity to share with you my response relative to your proposal to be presented to the NATIE Legislative Committee. As the Executive Director of Product Services for the Consumer Electronics Group, my membership and I have been working constantly in trying to update the vocational teachings being offered by both secondary and post-secondary schooling. Obviously, our prime goal is to have the vocational/technical institutions train and provide to industry future consumer electronic technicians with employable job skills.

As an industry, we have identified as one of the major problems - the instructors. As a result of the rapid growth within the electronics industry, educators have, in many cases, been unable to, as well as unwilling to, maintain the level of technology required to teach their students these employable skills.

I would like to go on record in supporting, basically, all eleven of your proposed solutions. I, especially, support any funding and, even, mandatory requirements that teachers be required to receive updating in their area of expertise. Of extreme importance is the ability for an instructor to return to industry and receive direct, hands-on experience relative to recent changes within their occupational responsibility.

To repeat, the consumer electronics industry would like nothing better than to be able to employ vocational students with employable skills rather than have to train them ourselves. Comments that are heard contrary to this statement are done so only out of the desperation resulting from the lack of qualification of many of today's vocational graduates.

2001 Eye Street, N.W. • Washington, D.C. 20006 • (202) 457-4900 • TWX: 710-822-0148

If I can be of any assistance in helping to support many of these proposals, please feel free to contact me at your convenience.

Sincerely,

Don Hatton

DON HATTON
Executive Director of Product Services

DH/mkd

cc: Jim Wiblin
Frank Steckel
Sol Fields
Walt Seymour

EIVTS
Eastern Idaho Vocational-Technical School

June 7, 1988

The Honorable James McClure
United States Senate
Washington, D.C. 20510

Dear Senator McClure:

I am a member of the Advisory Committee at Eastern Idaho Vocational-Technical School.

I am writing in reference to the reauthorization of the Carl Perkins Act. Trade and industrial/technical education can have an impact on our nation's efforts to expand our capacity to compete internationally, develop and maintain a strong national defense system, and improve the national well-being.

The National Association for Trade and Industrial Education (NATIE), feels that a revitalized, vocational trade and industrial/technical preparation delivery system will strengthen our nation by improving the skill competency of its workforce.

NATIE feels the reauthorization of the Carl Perkins Act can have a significant impact on our nation.

Vocational/technical education prepares youth and adults for employment in skill trades and other technical, industrial and service occupations.

Thank you, Senator McClure, for your consideration of my position on the reactment of the Carl Perkins Act.

Sincerely,

Alvin Rees

cc: Ralph A. Andersen, T&I Education Specialist
Dr. Ethel Smith, CEO NATIE ✓

1600 Hitt Road • Idaho Falls, Idaho 83401 • (208) 524-3000

An Equal Opportunity, Affirmative Action Institution

Jim

FLUID POWER EDUCATIONAL FOUNDATION

RECEIVED
OHIO VO-ED-T&I
APR 21 11 10 AM '88

April 18, 1988

James H. Wiblin
Assistant Director
Trade & Vocational Services
Vocational and Career Education
65 South Front Street, Room 915
Columbus, Ohio 43266-0308

Dear Jim:

I have received the position paper seeking reauthorization of the Carl Perkins Act.

It virtually reads on the activities of the FLUID POWER EDUCATIONAL FOUNDATION. We would hasten to include that our position coincides with these objectives and observations and that our primary objectives are to insure that the fluid power content of the program is commensurate with the not-so-obvious need.

I know that you are aware of the need faced by our group to enhance the trade and industrial educational programs. I'm certain that you also know of our acknowledged need to aid in the formation and development of programs at the secondary education level to promote all technical education but especially that which includes appropriate fluid power content. We believe the pilot program at Libby Skills Center is one that will graduate highly employable persons with the basic knowledge needed to complete an appropriate test which can be the basis of an entry level fluid power mechanic and/or machine operator certification. We envision this certification level being at the Ohio State level in the early stages of development. We will be pleased to work with you to promote such a program with a certification group on a national or international basis.

I am looking forward to our proposed meeting in Columbus on Thursday 12 May 1988.

With the very best of personal regards,

John J. Pippenger

John J. Pippenger, P.E.
Educational Coordinator
FLUID POWER EDUCATIONAL FOUNDATION

CC: Bill Weber, Jerry Ewig, W. R. Forster

BOARD OF TRUSTEES
Fiscal Year 1987-88

3333 North Mayfair Road, Suite 311 • Milwaukee, Wisconsin 53222 • Phone: 414/778-3355 Telex: 70-4557

MAR 1 [illegible]

UTAH STATE OFFICE
OF EDUCATION
James R. Moss
State Superintendent of Public Instruction

UTAH STATE BOARD OF EDUCATION
UTAH STATE BOARD FOR VOCATIONAL EDUCATION
Keith T. Checketts/Chair • Ruth Hardy Funk/Vice Chair
Neola Brown • Donald G. Christensen • John M. R. Covey
Darlene C. Hutchison • Valerie J. Kelson
M. Richard Maxfield • Margaret R. Nelson

February 22, 1989

Dr. Ethel Smith
Editor
National Association for
Trade & Industrial Education, Inc.
P.O. Box 1665
Leesburg, VA 22075

Dear Ethel:

May I take this opportunity to communicate with you concerning several letters which I have encouraged and received from the Utah Building and Construction Trades Council concerning how apprenticeship really should be maintained as a part of Trade, Industrial, and Technical Education.

You will note I have an excellent relationship with our industry group and they are most sincere and willing to support our position as it relates to the reauthorization of Carl Perkins.

Your help and consideration concerning Trade, Industrial, and Technical Education is greatly appreciated.

Sincerely,

Ralph A. Andersen

Ralph A. Andersen, Specialist
Trade, Technical, & Industrial Ed.

/cl

Enclosures

Ethel Smith-NATIE/RAA

Bruce Griffin / Associate Superintendent / Operations
Vocational Education Section / (801) 538-7840
250 East 500 South / Salt Lake City, Utah 84111

Utah Building and Construction Trades Council
IN AFFILIATION WITH BUILDING AND CONSTRUCTION TRADES
DEPARTMENT AFL-CIO
PHONE 975-2029
2261 South Redwood Road
West Valley City, Utah 84119

February 14, 1989

The Honorable Wayne Owens
U. S. Congressman
1728 Longworth House Office Bldg.
Washington, D. C. 20515

Dear Congressman Owens:

I am writing you at the request of the Utah Apprenticeship and Training Association. This group consists of Apprenticeship Coordinators, Vocational Educators and Government Officials involved in apprenticeship and training in primarily the construction industry.

We have been told that a sub-committee of the Senate Education Committee is working on the reauthorization of the Carl D. Perkins Vocational Education Act of 1984.

We are writing to ask your support of apprenticeship in the coverage of the Perkins Act. Apprenticeship is a part of Trade, Industrial and Technical education and should be included in the Act.

Apprenticeship is a time tested method of training in the construction industry, works hand-in-hand with Vocational Education and can be easily adapted to training and retraining of workers in a new and changing work place. Not only in construction, but many of the jobs projected by most Year 2000 reports will require that the work force be adaptable to quick changes and less than four year college degrees.

We encourage your support of apprenticeship in the Carl Perkins Act. Thank you for your consideration of our request.

Sincerely,

STEVE RICHINS
Secretary-Treasurer

SR:eh
opeiu-11
afl-cio

Unions, Working for Utah and You

Utah Building and Construction Trades Council
IN AFFILIATION WITH BUILDING AND CONSTRUCTION TRADES
DEPARTMENT AFL-CIO
PHONE 973-2039
2261 South Redwood Road
West Valley City, Utah 84119

February 14, 1989

The Honorable James V. Hansen
U. S. Congressman
1113 Longworth House Office Bldg.
Washington, D. C. 20515

Dear Congressman Hansen:

I am writing you at the request of the Utah Apprenticeship and Training Association. This group consists of Apprenticeship Coordinators, Vocational Educators and Government Officials involved in apprenticeship and training in primarily the construction industry.

We have been told that a sub-committee of the Senate Education Committee is working on the reauthorization of the Carl D. Perkins Vocational Education Act of 1984.

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We encourage your support of apprenticeship in the Carl Perkins Act. Thank you for your consideration of our request.

Sincerely,

STEVE RICHINS

SR:eh
opieu-11
afl-cio

Unions, Working for Utah and You

Utah Building and Construction Trades Council
IN AFFILIATION WITH BUILDING AND CONSTRUCTION TRADES
DEPARTMENT AFL-CIO
PHONE 973-2025
2261 South Redwood Road
West Valley City, Utah 84119

February 14, 1989

The Honorable Howard C. Nielson
U. S. Congressman
1229 Longworth House Office Bldg.
Washington, D. C. 20515

Dear Congressman Nielson:

I am writing you at the request of the Utah Apprenticeship and Training Association. This group consists of Apprenticeship Coordinators, Vocational Educators and Government Officials involved in apprenticeship and training in primarily the construction industry.

We have been told that a sub-committee of the Senate Education Committee is working on the reauthorization of the Carl D. Perkins Vocational Education Act of 1984.

We are writing to ask your support of apprenticeship in the coverage of the Perkins Act. Apprenticeship is a part of Trade, Industrial and Technical education and should be included in the Act.

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We encourage your support of apprenticeship in the Carl Perkins Act. Thank you for your consideration of our request.

Sincerely,

STEVE RICHINS
Secretary-Treasurer

SR:eh
opeiu-11
afl-cio

Unions, Working for Utah and You

MAR 22 1989

PSU
Pittsburg State
University
Technical Education Department
Pittsburg, Kansas 66762 • 316/231-7000, Ext. 4632; Kans-a-n 566-4632

March 20, 1989

Dr. Ethyl Smith
Executive Director
National Association for
  Trade & Industrial Education
P.O. Box 1665
Leesburg, VA 22075

Dear Dr. Smith:

This is a letter of support for the NATIE Coalition position paper and recommendations on Trade and Industrial/Technical Education for reauthorization of the Carl Perkins Act.

It is my professional opinion that the present act did not focus federal incentive funding on the much needed occupational (job specific) education that American business and industry need to compete in the world economy.

The National Governors Association (NGA) recently called on Congress to "rethink" our approach to vocational education and training. The NGA met in Washington, DC at the first of March and adopted a new policy statement on vocational education. I believe some of the points in the NGA statement agree with the NATIE coalition. The twelve NGA statement points that in my opinion agree most favorably with the NATIE Coalition position are as follows:

1. Workers must be shown that their participation in vocational and technical education will result in the acquisition of skills marketable within the labor market. They must know where to get training and where to have skills assessed.
2. Close partnerships between education and the workplace are needed to identify skills needed, assist in decision making on how skills can best be obtained, and encourage arrangements for on-site training at secondary and postsecondary education levels.
3. Planning and accountability mechanisms must be strengthened "at the local level" to revitalize vocational and technical education.
4. State reimbursement policies need to be revised to reflect outcome-based performance standards.
5. Uniform set-asides (for special populations) encourage enrollments, but often limit the ability of states to provide quality service for all students. Only through a performance based accountability system that provides incentives for raising outcomes for all students can we assure equal opportunity for special populations. "As governors, we need the flexibility to determine equity of service levels for our states."

Dr. Ethyl Smith
Page 2
3/20/89

6. Employers should be encouraged to expand work experience and cooperative education opportunities.
7. Vocational and technical instruction should be integrated into the basic academic programs at elementary and secondary levels.
8. The high school curriculum should show "increasing flexibility' to allow students to move more easily between vocational and technical education and other courses.
9. Competency-based assessment instruments that measure work-related skills should be developed.
10. Technology should be used for instruction, guidance, and management of the learning process.
11. The availability of a national curricula exchange network, including program design, organization, implementation, and evaluation, should be promoted.
12. Teacher quality should be enhanced with grants and scholarships.

The NGA stated some points that I didn't believe were particularly important to vocational trade and industrial education and those points were not listed above.

I totally agree with the NATIE Coalition position and lend my support to your effort to keep Vocational Trade and Industrial Education at the center of America's economic development efforts.

Sincerely,

Jesse L. Hudson

Jesse L. Hudson, Assistant Dean
School of Technology & Applied Science

tal

Dayton
Public
Schools

Roosevelt Center
2013 W. Third Street · Dayton, Ohio 45417-2597

January 25, 1989

Dr. Ethel M. Smith
Acting Executive Director
National Association for Trade
and Industrial Education, Inc.
P. O. Box 1665
Leesburg, Virginia

Dear Dr. Smith:

As Supervisor of Trade and Industrial Education for Dayton Public Schools, I am proud to submit to your office 66 signatures from 12 of our local advisory committees that support the Position Paper and Recommendations on Trade and Industrial/Technical Education Reauthorization of the Carl Perkins Act by our NATIE Coalition.

In the near future, seven other local advisory committees will meet, and I will forward to your office more signatures supporting NATIE's Position Paper. My goal is one hundred signatures.

Respectfully yours,

Daniel P. Lynch
Supervisor
Trade and Industrial Education

DPL:hgk

pc: Mr. Jim Wiblin, Assistant Director
Ohio Trade and Industrial Education Services

We, the Advisory Committee Members of the Vocational Commercial Art Program, Dayton Public Schools, Dayton, Ohio, support the Position Paper and Recommendations on Trade and Industrial/Technical Education for Reauthorization of the Carl Perkins Act by the National Association for Trade & Industrial Education Coalition.

* * *

Name	Company
Dwight D. Brown	STATGRAFICS, INC.
Mary Tyler	MTVideo
	Graphic Impact
Donna J. Ullmer	Art Manager (Graphic/Comm./Tech)
Esther Hawkins	Advertising Design Coordinator

We, the Advisory Committee Members of the Vocational [illegible] Program, Dayton Public Schools, Dayton, Ohio, support the Position Paper and Recommendations on Trade and Industrial/Technical Education for Reauthorization of the Carl Perkins Act by the National Association for Trade & Industrial Education Coalition.

****

Name	Company
Gary Napier,	Ohio State University
Dan [illegible]	Patterson Carreer Center.
Thomas J. [illegible]	North Main St. Auto Paint
Harold J. [illegible]	Monsanto Corp.
[illegible]	DAYTON BOARD of EDUCATIO
Terry French	MIDAS Muffler
Tom Flaherty	Dayton Board of Education

We, the Advisory Committee Members of the Vocational Graphic Communications Program, Dayton Public Schools, Dayton, Ohio, support the Position Paper and Recommendations on Trade and Industrial/Technical Education for Reauthorization of the Carl Perkins Act by the National Association for Trade & Industrial Education Coalition.

****

Name	Company
Bee Johnson	A.B. Dick Co.
[illegible]	DAY INT'L
Sandra L. Melka	Parent

We, the Advisory Committee Members of the Vocational Graphic Arts Program, Dayton Public Schools, Dayton, Ohio, support the Position Paper and Recommendations on Trade and Industrial/Technical Education for Reauthorization of the Carl Perkins Act by the National Association for Trade & Industrial Education Coalition.

****

Name	Company
David E. [illegible]	Salem Graphic Supply Inc
Timothy E. [illegible]	DAYTON NEWSPAPERS INC.
Charles G. [illegible]	THE STANDARD REGISTER Co.
Ray [illegible]	HARRIS GRAPHICS
Jerry Lee [illegible]	WDTN TV2
David L. Phillips	Monarch Marking Dayton Ohio

We, the Advisory Committee Members of the Vocational Law Enforcement Program, Dayton Public Schools, Dayton, Ohio, support the Position Paper and Recommendations on Trade and Industrial/Technical Education for Reauthorization of the Carl Perkins Act by the National Association for Trade & Industrial Education Coalition.

****

Name	Company
Joseph T. Polanski	Sinclair Community College
Marjorie Robinson	Dayton Police Dept
David Birner	Merchants Security
Glenn Trueman	Dayton Public Schools Security

We, the Advisory Committee Members of the Vocational Industrial Electronics Program, Dayton Public Schools, Dayton, Ohio, support the Position Paper and Recommendations on Trade and Industrial/Technical Education for Reauthorization of the Carl Perkins Act by the National Association for Trade & Industrial Education Coalition.

****

Name	Company
Stephen Harris	Rixon Associates Inc
Craig Hill	DELCO MORAINE GM
H W Pearson	Dayton Bd of Ed
	Dayton Bd of Educ

We, the Advisory Committee Members of the Vocational MACHINE TRADES Program, Dayton Public Schools, Dayton, Ohio, support the Position Paper and Recommendations on Trade and Industrial/Technical Education for Reauthorization of the Carl Perkins Act by the National Association for Trade & Industrial Education Coalition.

****

Name	Company
[illegible]	BITEC PRODUCTION MACHINING
Primmie Thurmond	Parent
Ollie B. Lewis Jr.	Esker Tool & MFG, Inc.
Terry L. Milby	Platt manufacturing Corp.

We, the Advisory Committee Members of the Vocational Welding Tech. Program, Dayton Public Schools, Dayton, Ohio, support the Position Paper and Recommendations on Trade and Industrial/Technical Education for Reauthorization of the Carl Perkins Act by the National Association for Trade & Industrial Education Coalition.

****

Name	Company
Virginia P. Bryant	Supervisor, Dayton Public Schools
Donald E Knotts	Tape Tech Inc
Anita J. Braaksma	Viacom Cablevision
Bill Stoermer	Globe Motors
Joe D [illegible]	INSTRUCTOR MTO PROGRAM
Jim Porzunski	VOCATIONAL EVALUATION - DAYTON SCHOOLS

We, the Advisory Committee Members of the Vocational Medical Program, Dayton Public Schools, Dayton, Ohio, support the Position Paper and Recommendations on Trade and Industrial/Technical Education for Reauthorization of the Carl Perkins Act by the National Association for Trade & Industrial Education Coalition.

****

Name	Company
Suzanne Coleman	Sinclair Comm. College
Leigh Ann Gengler	Senior at Patterson Co-op
M. Jane Gengler	parent
Alissa Boards	Senior at Patterson Co-op
Elna Martin	Dayton Bd - Health Services
Fannie Moseley	Faculty - Dayton Bd of Ed.
Keith T. Brown-Smith	Dr. Joyce C. Cooks - Alumni
MIKE NIENABER	PATTERSON CO-OP
Marjorie K. Lehm	DAYTON SCHOOL OF PRACTICAL NURSING
Peter C. Lawson	Gorman School.
Jackie Shinier	Faculty - Medical Arts Patterson Co-op.
Jan Zykoski	Stillwater Health Center - Reg.
Linda M. McGhee	Dr. James Mathews
Jan Hampson	Patterson Co-op (Instructor)

EXHIBIT E

Allied-Signal Aerospace Company

Allied
Signal

Garrett Engine Division
111 South 34th Street
P.O. Box 5217
Phoenix, Arizona 85010
Tel (602) 231-1000

March 10, 1989

John Whiteside
Division Vice President
Human Resources
General Dynamics Pomona Division
P.O. Box 2507
Pomona, CA 91769-2507

Dear John:

We do have some good success stories in hiring large numbers of vocational/technical education high school graduates, most of whom have been VICA members. I hope you can use some of the following material in your meetings with Assistant Secretary for Vocation Education, Ms Guiton, on March 14th.

Like General Dynamics, Garrett Engine Division works at the highest technology levels in designing and manufacturing our turbine aircraft engines. But even at this high technology level we employ as many machinists as we do engineers. Most machinists start work with only a high school diploma, so you can see a strong vocational/technical education program is extremely important to the success of companies like ours.

We have tried to partly solve that problem by working with the high schools. Each year our division takes about 20 students in the Industrial Cooperative Education (ICE) program, where they work half days here as beginning machinists while going to school.

By the end of this year we hope to have gained about 8 percent of our total 1,200 machinists work force through this program. At a recent VICA educators/industry meeting, four ICE program participants spoke to us, two current high school seniors and two graduates who have worked at the company 5-10 years. The two currently employed are now earning from $25-40,000 yearly. They are raising families, buying homes and are fine, productive citizens.

* ~~Their presentation is on the enclosed videotape, and it is worth anyone's viewing. It is a tremendous testimonial of how an ICE program works.~~

*Only this letter is included for purposes of this testimony.

However, that doesn't mean the vocational/technical education picture is all bright. First, we must be concerned about all the high school and pre-high school students who never learn they can make a good living through vocational education. I really believe it's the responsibility of schools to encourage and then begin to train students in vocationa/technical fields. But by placing too much emphasis on academics, vocational courses are practically excluded from a student's option in some school systems.

Second, Garrett has been successful; but only in a limited way if you look at the rest of our state. True, we can hire 20 promising students a year, but we are the state's largest participant in the ICE program. What is needed, I believe is for more industry to be involved in school programs; mentoring the teachers, helping bring curriculum and equipment up to date, and offerting clearer opportunities to vocational/technical high school graduates.

In this kind of activity I believe Vocational Industrial Clubs of America (VICA) must be the leader. It is the only organization I am aware of that is capable of bringing industry with its needs, and vocational education with its promise, together.

Through our VICA Industry Council in Phoenix we are just starting to see some of that realized. What we need are strong VICA organizations in more places.

John, I will be happy to talk with you next week if you have any questions. I trust you and Steve will have the best of success with Assistant Secretary Guiton.

Sincerely,

Mal

M.E. Craig
President
Garrett Engine Division
Allied-Signal Aerospace Company

FULLER

ELMER D. GATES
Chief Executive Officer

13 March 1989

Mr. John Whiteside
Division Vice President
Human Resources
P. O. Box 2507
Pomona, California

Dear John:

Here is information you can use with Ms. Guiton.

1. A major construction company waives the first year of the apprentice program for Vo-Tech carpenter graduates who are VICA members. He says VICA members have a positive attitude and pride in their work.

2. Our local Congressman Don Ritter, 15th Congressional District, Pennsylvania, has initiated a program, Quality Valley - U.S.A. to improve the competitiveness of Lehigh Valley Industries. The Lehigh Valley VICA Industry Council introduced "Quality Shops" in support of Quality Valley U.S.A. Our Congressman now sees the absolute importance of introducing Quality Programs in Education, and he equates VICA with Quality. VICA is on the leading edge in introducing Quality in Education. Significant improvement in attendance in one shop since the program was introduced is one indication of the results being achieved.

3. VICA recognised early the lack of understanding of the vocations by Guidance Counsellors and has initiated a series of seminars with Guidance Counsellors to identify programs which can be mutually developed and implemented to solve this problem. As a result the following actions by industry in response to these counsellors identifing needs is under way. Industry is preparing a Lehigh Valley Careers catalog and a Lehigh Valley Companies catalog. These two source documents will indicate the careers available, the prerequisite home school and Vo-Tech courses. The skill requirements, the tools to be utilized, pay and benefit ranges, the work rules of the company etc. Industry is also supplying industry mentors as resource people to support the Guidance Counsellors in guiding students in the vocations.

FULLER COMPANY P.O. Box 2040 • Bethlehem, Pennsylvania 18001 USA

Mr. John Whiteside
Pomona, California

4. There are a number of individual success stories where students living in a ghetto or in a children's home found hope in VICA and have become role models for others in the same circumstance. Also, we had 7 medal winners in the District VICA Skill Olympics from the Hispanic American Community. By recognizing these accomplishments in their home school, and in their neighborhood we have identified opportunities through vocational education for this segment of our population.

5. Through VICA, Industry in the Lehigh Valley has donated thousands of dollars of equipment to the Vo-Tech Schools which helps with the budget and upgrades the quality of education. Our VICA Executive Director is the interface between Industry and Vocational Education in this area. She receives many calls from each side for help or guidance

I could go on and I could detail the specifics of the individuals, but I think the above should help.

Very truly yours,

Elmer D. Gates

EDG:ti

Monsanto

March 2, 1987

Mr. Jerry Reese
Lewis & Clark Technical School
2400 Zumbehl
St. Charles, MO. 63301

Dear Jerry;

I wanted to take the opportunity to let you know that our efforts in training at St. Peters are paying dividends. Our plant recently hosted a team of auditors from one of our major customers. The customer is a well known manufacturer of electronic devices and is headquartered in Silicon Valley with facilities throughout the world. They came to our plant to audit our silicon wafer operations, with particular emphasis on process documentation and operator knowledge. The audit was an unqualified success. In the wrap-up meeting after the audit they cited the quality of documentation and the depth of training as being outstanding. They were most impressed with the progress which has been made in these areas since their last visit, 8 months ago. This kind of response would not have been possible without the support provided by you through the customized training program. As we battle to improve our position in the world silicon market, no factor has a greater impact on our ability to execute than the knowledge and skills of our workforce. Your assistance in our effort to continually improve is greatly appreciated.

Sincerely,

Craig Sanguinet

lh

CUSTOMIZED TRAINING...AN ASSET TO MISSOURI BUSINESS & INDUSTRY

With the beginning of the 80's the State of Missouri began an active progam which involved helping business and industry to train new employees or upgrade the skills of the present ones. One of these companies was the Monsanto Electronic Materials Company located in St. Peters, MO, the heart of St. Charles County.

Monsanto Electronic Materials Company has the only two manufacturing sites that make silicon wafers in America for external sales. This is a very competitive process as the American companies are in competition with the Japanese for the sale of their product. The competition at St. Peters is not only from the Japanese, but from its sister Monsanto plant in Spartanburg, SC. When the State of Missouri decided to place money in the State's business and industries it chose to do so through the State Department of Elementary ~~& Secondary~~ Education and to have the training delivered through its area vocational technical schools and other educational institutions. Lewis & Clark Area Vocational Technical School was the school that assisted Monsanto with the delivery of its training program.

The first year of the program the school assisted with training for the electrical maintenance department by providing an on-site trainer and a technical writer to assist with the development of technical information. This process allowed technical information to be transferred to classroom instructional materials.

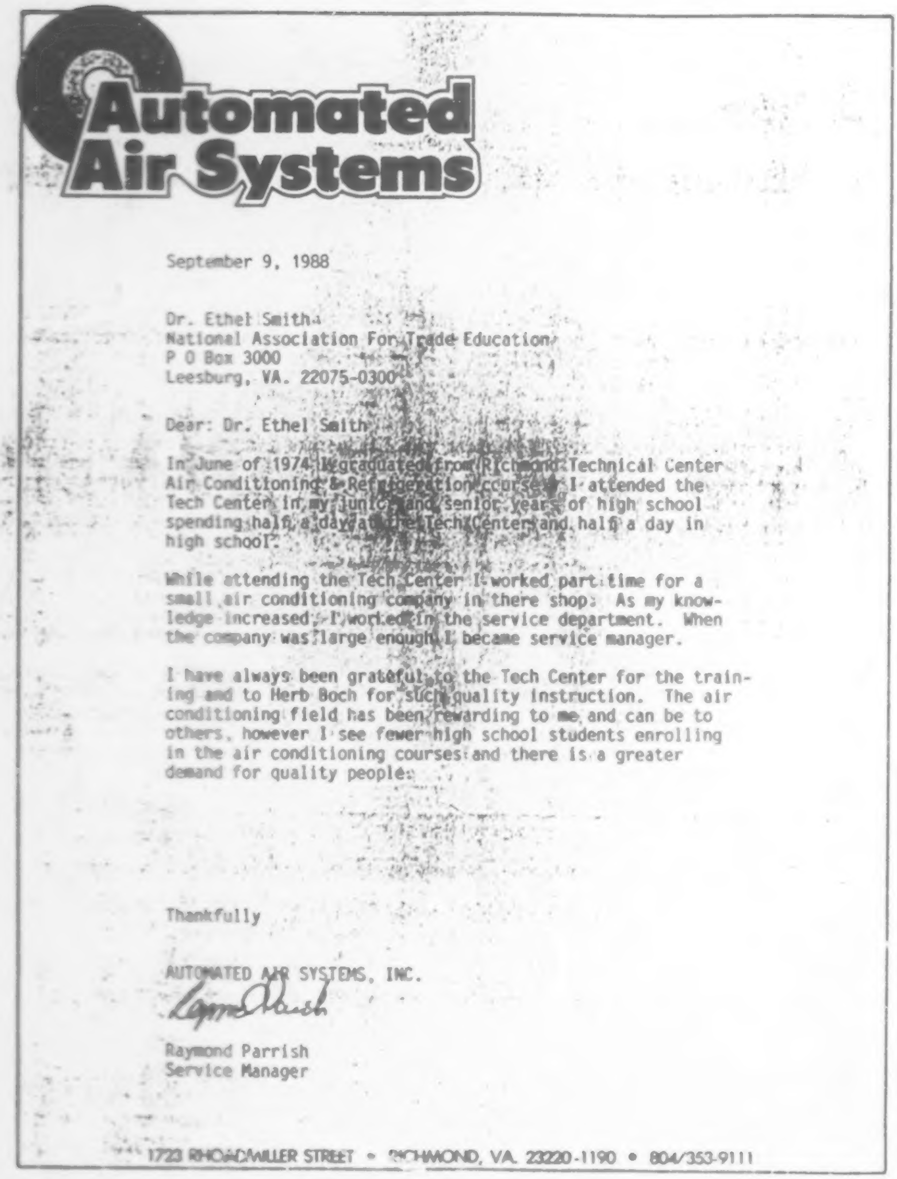
During the second year the program expanded, for the most part, until the electronics business took a big sag...and Monsanto had to reduce its work force. This was a major blow to the St. Peters plant, as well as to St. Charles County.

The following fall, the program started to take a turn for the better and the demand for a quality wafer returned. Monsanto had to gear up to meet these demands and training was to play a major part in this. Lewis & Clark again served as the project coordinator and developed the proposal that was submitted to the State for funding assistance. The project was to include four trainers to assist the company as it started ramping up in production as one of the major manufacturers of the silicon wafer.

During the next two years Monsanto not only improved the quality of its wafer, it was able to re-employ most of the staff it had laid-off, increase sales to customers it had served previously, and add new ones to its list. Monsanto attributes a large part of this growth to training with which the State of Missouri assisted and the cooperation of Lewis & Clark as they coordinated the project.

An example of the quality of the product that is made in St. Peters was evident as indicated in the letter attached. Monsanto indicates in the letter to Lewis & Clark that without the demonstration in quality, the relationship with the customer would have been jeopardized.

3 1988



Automated
Air Systems

September 9, 1988

Dr. Ethel Smith
National Association For Trade Education
P O Box 3000
Leesburg, VA. 22075-0300

Dear: Dr. Ethel Smith

In June of 1974 I graduated from Richmond Technical Center Air Conditioning & Refrigeration course. I attended the Tech Center in my junior and senior years of high school spending half a day at the Tech Center and half a day in high school.

While attending the Tech Center I worked part time for a small air conditioning company in there shop. As my knowledge increased, I worked in the service department. When the company was large enough I became service manager.

I have always been grateful to the Tech Center for the training and to Herb Boch for such quality instruction. The air conditioning field has been rewarding to me and can be to others, however I see fewer high school students enrolling in the air conditioning courses and there is a greater demand for quality people.

Thankfully

AUTOMATED AIR SYSTEMS, INC.

Raymond Parrish
Service Manager

1723 RHOADMILLER STREET • RICHMOND, VA. 23220-1190 • 804/353-9111

Student looks for trouble

Pickerington teen to compete in electronics

By Felix Hoover
Dispatch Staff Reporter

Paul E. Adolph, 18, of Pickerington will be the big gun for the United States' electronics team in an international trouble-shooting competition.

This month, he started training with electronics experts at Matsushita Services Co. in Chicago to prepare for the 30th International Vocational Industrial Clubs of America Youth Skill Olympics.

The event, sponsored by the Electronic Industries Association's Consumer Electronics Group, is scheduled for August in Birmingham, England.

Adolph won or placed second in a series of trials -- from the classroom level at Eastland Career Center to the international qualifier at Wilmington, Ohio.

He placed second to Phillip Bowser of Pennsylvania in the national competition in June in Wichita, Kan., but avenged the loss at Wilmington in November.

"I beat him by about the same amount he beat me at the nationals. It was really close," Adolph said.

Tight competition is something Adolph grew accustomed to at the Eastland Career Center, he said.

"We all wanted to be the tops in the class," Adolph said. "There were about five guys that can do the same things I'm doing. It just depends on what kind of day it is as to who comes out on top."

The U.S. team is composed of 15 members in fields from auto repair to welding. Adolph is the only electronics representative. He will trouble-shoot television sets, radios, stereos and videocassette recorders.

Should the need arise, he can practice on the $1,300 worth of audio and video equipment he has won in competitions.

To place ahead of the 20 or so entrants in the international competition, Adolph knows he must concentrate.

"Getting down trouble-shooting to make it second nature and getting down theory are two things I'm working on," he said.

Adjusting to the differences between European and American circuitry and the processes used to produce color are part of Adolph's preparation.

Adolph said he will be a role model to encourage other teenagers to enter the electronics field, said Don Hatton, the sponsoring group's vice president.

Besides providing professionals to hone Adolph's skills, Hatton and others are trying to give Adolph an idea of what to expect when he competes in England.

"The competition is so intense that there is no room for error in three days of competition," Hatton said. "We're supporting Paul because we know he has the talent."

College, possibly at The Ohio State University, is in Adolph's future.

Dispatch photo by Jeff Hinckley

Paul Adolph holds one of his electronics projects

Mike Schiele, a 1977 graduate of the Diesel Program at Colerain Vocational Center, works as a technical trainer at Portman Equipment Company on Rossplain Road. His duties include training mechanics locally and nationwide. He spends as much as 18 weeks a year outside the city instructing mechanics in the proper service, repair and overhaul of heavy-duty lifting equipment. In addition, he teaches solid state controls.

Mike lives in Fairfield with his wife and two sons. His wife is a graduate of the vocational Dental Assisting program at Western Hills High School. His parents live in White Oak. He has five sisters and one brother. All five of his sisters are graduates of Colerain High School and four were enrolled in vocational programs.

Mike decided early that he wanted to become a diesel mechanic. He gives credit to his Industrial Arts teacher, Geof Kaye, and vocational counselor, Harold Gibson, for helping him to get into the Colerain Diesel Program. During his senior year, he co-oped at Portman and has remained there for eleven years -- seven years as a mechanic and four years as a trainer.

Recently he earned the title of Master Instructor. Criteria used in awarding this prestigious title include having a minimum of three years in the department, being proficient in three training areas, having a positive attitude and having the potential for further development.

Portman Equipment Company has four locations and is now rated third in the nation among Clark dealerships for sales and service. Portman has hired many Colerain Diesel graduates and five continue to be employed. Portman encourages their employees to work closely with the school and Mike serves on the Diesel craft advisory committee and helps judge the yearly VICA competition.

Mike's advice to aspiring young students is to "work at what you like and work hard." He emphasizes the necessity for a sound academic background in English and history.

Mike's one regret is that he was not more involved in the leadership opportunities that VICA has to offer. He recommends that vocational students get involved with club activities.

His hobbies are hunting and fishing. With his busy schedule he still finds time to pursue these hobbies with his sons.

John Mettey, Vice President of Rental and Used Equipment, who hired Mike eleven years ago, has high praise for Mike. He says Mike is one of the best students to graduate from Colerain Diesel.

Mike plans to keep learning and a future goal is to teach diesel mechanics in a vocational school.

Steve Geiser, a 1979 graduate of the Colerain Machine Trades Program is a ten-year veteran at Parkway Products, Inc. in suburban New Burlington. Although Steve has been out of school only nine years, he has ten years under his belt because he began his career at Parkway Products during his senior year.

Presently Steve is the lead person or working foreman in the CNC (Computer Numerical Control) Department. His normal work schedule is 50 hours weekly. Duties include helping fellow employees make molds, answering their questions regarding blueprints, operating CNC machines and training others to run the equipment. Steve's goal is to be totally in charge of the CNC department.

Steve's stepdad, a former tool and die maker at General Electric Company, talked Steve into enrolling in the vocational Machine Trades Program. In turn, Steve influenced his younger brother to do the same thing. Today his younger brother is a machinist at General Electric.

Although Steve's future looks rosy today, it wasn't always that way. In 1976 Steve got into the wrong crowd with the wrong ideals and he considered dropping out of school. Fortunately, Frank Margello, a former Occupational Work Experience teacher, encouraged Steve to get into his remedial program. As a result of encouragement and direction from his teacher, Steve remained in school. A year later, Steve enrolled in the Machine Trades Program.

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CHRYSLER
Plymouth

CHRYSLER-PLYMOUTH EAST
465 S. Hamilton Rd. • (614) 235-9999
COLUMBUS, OHIO 43213

February 15, 1989

Mr. James Wiblin
Assistant Director
Trade and Industrial Education
Division of Vocational and Career Education
Ohio Department of Education
65 South Front Street
Columbus, OH 43215

Dear Mr. Wiblin:

I want to relay my full support for the secondary vocational auto technology job training program.

Though I cannot speak for all vocational schools and career centers, I can relay that I have hired graduates of Eastland Career Center since 1981. At present five of my auto technicians are Eastland graduates, and my chief technician is a product of Eastland.

As I relayed recently to a group of central Ohio guidance counselors, a secondary auto technology graduate with enthusiasm and drive can work his/her way up the salary scale and career ladder. To be sure, we rely on various Chrysler Plymouth retraining programs to keep our technicians aware of new technologies and innovations. But the entry-level technician with solid training in automotive skills is who we want to hire.

In essence, secondary vocational schools, a major supplier of quality entry-level technicians, are a major source of assistance in our labor market. I find vocational education training a vital link to successful operation of my business.

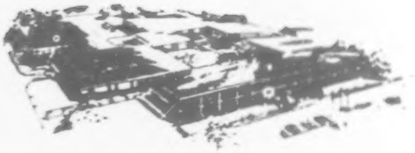
Sincerely,

Larry Seymour

Larry Seymour
Vice President

EASTLAND CAREER CENTER
4465 SOUTH HAMILTON ROAD
GROVEPORT, OHIO 43125

(614) 836-5725



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December 21, 1988

Dr. James Pinchak
Associate Director
Support Services, Vocational & Career Ed.
State Dept. of Education
65 S. Front St.
Columbus, OH 43215

Dear Jim:

As we discussed at the Leap meeting at Pickaway-Ross JVS last Thursday, I have enclosed the salary figures for automotive company employees that are vocationally trained.

The first page titled "Non-Management Compensation" is the result of a survey of the membership of the Columbus Auto Dealers Association. Mrs. Ester Dern is the Executive Director of the association and has been an advisor to the Eastland program. Doug Kreiger is President of the dealers group.

The second page "Employee W-2 1987" was presented by Mr. Kreiger and represents the employees of this dealership. The comment at the bottom was made by Larry Seymour, owner of Chrysler Plymouth East.

Needless to say, these figures reflect a livable wage and are comparable to many two-year technical degree and 4 year baccalaureate degree salaries.

The dealers association presented this information to the Eastland VEPD high school counselors in an attempt to inform them of the potential for employment in the automotive industry. Sometimes all the counselors see are beginning entry level salary and hourly rates. These starting rates are only that. This survey reflects journey level incomes without outside training or formal education requirements.

I am sure the Columbus dealers would be glad to furnish you with more details. If I can help in any way, please call me.

Sincerely,

Ee.

Edward B. Riley, Director
Vocational Education

EBR/kak
Enclosure

NON-MANAGEMENT COMPENSATION:

Below are shown 1986 W-2 compensation averages for the non-management employees who were in their positions for all of 1986. Part-time employees, car jockeys, etc., were not considered in this survey.

EMPLOYEE	OVERALL AVERAGES
CLERICAL & OFFICE WORKER	
Average Highest Paid Worker	$18,883
Average Worker	14,476
Average Lowest Paid Worker	11,707
SERVICE & MECH. TECHNICIAN	
Average Highest Paid Worker	$39,571
Average Worker	24,753
Average Lowest Paid Worker	16,536
BODY SHOP TECHNICIAN/PAINTER	
Average Highest Paid Worker	$34,841
Average Worker	26,911
Average Lowest Paid Worker	21,189
OTHER POSITIONS	
Average Service Writer/Advisor	$22,626
Average Shop Foreman	26,800
Average Parts Counterperson	17,914
Average Full-time Telephone Oper.	12,481
Average Warranty Clerk	15,023

EMPLOYEE W-2 1987

CLERICAL & OFFICE WORKERS

HIGHEST	19166
AVERAGE	14772
LOWEST	10456

SERVICE TECHNICIANS

HIGHEST	54612
AVERAGE	26930
LOWEST	16496

BODYSHOP TECHNICIANS

HIGHEST	51572
AVERAGE	32637
LOWEST	18742

OTHER POSITIONS

AVG SERVICE WRITER	25897
AVG SHOP FOREMAN	28255
AVE PARTS COUNTERPERSON	22875
AVG OPERATOR	11200
AVG WARRANTY CLERK	12480

Chrysler Plymouth East - Highest Paid Technician $63,000
Eastland Grad

EDUCATION

THE NEW, IMPROVED VOCATIONAL SCHOOL

Worried about a shortage of technicians? Can't find people who can communicate and solve problems? Alarmed about high school dropout rates? Here's hope.

■ *by Nancy J. Perry*

THE TEACHER CAPTIVATES the class as he paces back and forth, commenting, cracking jokes, asking questions. "Everybody loves a sincere speaker," says the wiry young instructor, immaculately dressed in tan pants, white shirt, and brown striped tie. "Have your facts straight. Don't go off on a tangent." In discussing the fear of public speaking, he suddenly yanks off his glasses, pretending that he can no longer see his audience, and says, "You folks look scary out there." The students guffaw. Now, choose one: You are in (a) a European business school, (b) an esteemed private college, (c) a corporate communications seminar.

Experimenting with lasers: a vocational high school class in Lexington, Massachusetts

Answer: a vocational high school. The teacher, Robert Moses, is an instructor at the Chicago High School for Agricultural Sciences, a "magnet" school set up to attract youngsters—87% of whom are black or Hispanic—from throughout the city. All carry a full academic load, including courses in a foreign language and computer technology, and 75% of the seniors have been accepted at four-year colleges. Dow Chemical has awarded scholarships and summer job guarantees to four of them. Why? Like most major corporations, Dow is looking for entry-level workers who can communicate, solve problems, work with technology, and learn quickly. Guess what? A new generation of vocational schools is beginning to turn them out.

In America vocational schools have long been written off as the ultimate oxymoron, emphasis on moron. Remember Bill Cosby's old routine on shop? In it he recalls, "A guy says, 'If you put a bullet in the furnace, it will explode.' This was the brightest kid in our class." No longer. Says John Furman, a training coordinator for General Motors: "I recently spoke to some vocational students who were using computers to simulate rocket launchings. It's not like in the Fifties, when they'd just be given a piece of wood to saw." Today some 26,000 public high schools, community colleges, and technical institutes offer vocational education. This story considers only publicly funded vocational education, not the myriad private training centers, which range from fly-by-night operations to Katharine Gibbs, a highly respected secretarial school.

For industry, vocational education could be a godsend. According to the Bureau of Labor Statistics, jobs for technicians will grow 38% by the year 2000—faster than any other major occupational group. As automation spreads, companies need smarter, more flexible employees who can perform a variety of tasks, from installing and monitoring welding robots to reprogramming them if production rates drop. Professor Ernest Lynton at the University of Massachusetts dubs this new breed "blue-and-white-striped-collar workers"—production employees who are paid to think.

COMPANIES CANNOT train them all. Says Jack Bowsher, a retired director of IBM external education: "When someone comes to work here, we double the cost of training, because we have to pay salaries too. More and more, industry is asking, 'How do we get people trained *before* we

REPORTER ASSOCIATE *Cynthia Hutton*

Former Toyota apprentice Kevin Spezzano now works in a Massachusetts dealership.

hire them?' Vocational schools do this.'

American corporations have an important reason to help make vocational education better—self-interest. By working with local institutions on curriculum, by lobbying state education departments and local school boards for funding, by donating up-to-date equipment, by loaning employees to serve as teachers and mentors, companies can help guarantee themselves a better-trained, more productive work force.

OVER THE PAST five years, General Dynamics has hired 40 machinists for its Pomona, California, division from nearby vocational schools. Most have since been promoted, a few to salaried supervisor. "We don't have to look for top-grade machinists anymore," says John Whiteside, a vice president of human resources. "We think this is the best way to go."

Toyota, too, is revved up about American vocational training. Forecasting a need for 7,000 more mechanics by 1995, the company gives tools, cars, trucks, and scholarships to 55 U.S. vocational schools and colleges. In the past three years Toyota has hired over 500 graduates to work in dealerships.

Modern vocational education does something at least as important as train labor: It helps keep youngsters in school. Though only half of those who enter high school go on to higher education, American schools persist in treating non-college-bound students like second-class citizens. So, many drop out. Quality vocational programs can motivate students to stay in school—and maybe even go to college—by making academics more palatable and by providing highly marketable skills.

The revolution in vocational schools is part of the broader educational reform movement. Under pressure from academic proponents who want to strengthen the liberal arts curriculum in high schools, at least 43 states in the past four years have reexamined their vocational education policies. The results: Schools are experimenting with new teaching methods that integrate basic academics and hands-on learning. They are offering broad clusters of courses such as health sciences or electronics, instead of occupationally specific programs like brake repair. And they are forming closer ties to businesses and community colleges so that students can easily make the transition to work or college. Says John Bishop, a professor at Cornell University's School of Industrial and Labor Relations: "I think vocational education is doing a better job of what it's trying to do than academic classes are doing."

As the demand for skilled workers grows, improving the system of technological training becomes good economic as well as social policy. The 1984 Carl D. Perkins Vocational Education Act, which provides roughly $1 billion a year to improve the quality of secondary and post-secondary schools, is up for reauthorization this year. New amendments in the House version would add $200 million to encourage high schools and community colleges to create coordinated programs of instruction. Dubbed "tech prep" or "2+2," these promising programs would link the last two years of high school with the first two years of college.

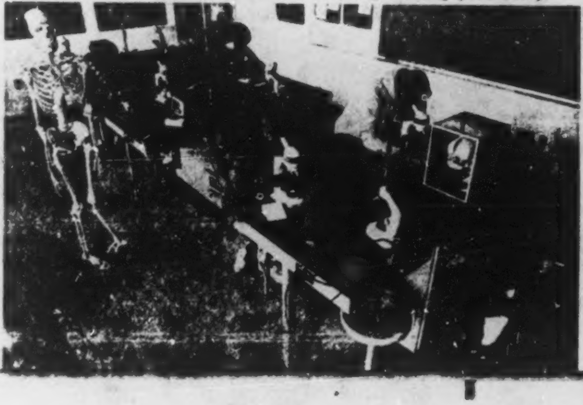
Though poor schools are still common, here's what good vocational education can do:

■ **Make academics relevant.** Within the graffitied halls of ivy, a debate rages: Is job-specific training valuable for high school students, or are they better off learning basic sciences, languages, history, and math? The question assumes that job training and academics are mutually exclusive. They are not. To the contrary, many people learn academic subjects better in a context they can understand. Says Joyce Schroeder, who teaches applied math to carpentry students at the Great Oaks Joint Vocational School district near Cincinnati: "We're talking about kids who hate math. But if you can show them they need it for blueprints, they'll do it."

Great Oaks is one of Ohio's 49 area vocational centers, multimillion-dollar technical complexes built to allow school districts to stretch their vocational education budgets by pooling money, equipment, and students. To make students at these centers more marketable, Ohio's Department of Education authorized a statewide applied academics program that puts more math, science, and communications into the vocational curriculum.

For example, Rosalie Bernard, an English teacher at Montgomery County Joint Vocational School outside Dayton, and Jim Frederick, an auto body instructor, team teach a course in communications—as it relates to auto body work. Students regularly give oral presentations on their job skills, perhaps explaining how to put on a fender.

Aspiring doctors and nurses at the Oakland Health Academy are boning up on anatomy.



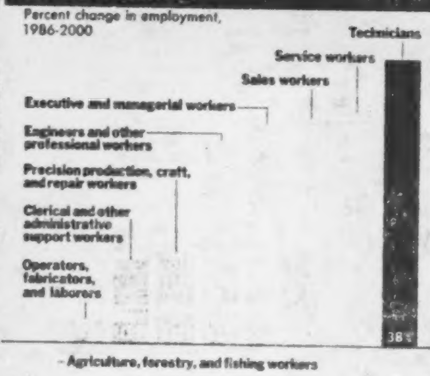
Auto body students near Dayton learn customer service by simulating a day on the job.

Says Bernard: "Our advisory committee of shop owners and foremen told us the kids they are getting today are skilled, but they can't communicate. They don't know how to defuse customer anger. And that's the one thing the business community wants." Once each semester, the class simulates a typical day in an auto body shop, with customers calling, vendors complaining, and employees whining. "Who is your priority?" asks Frederick. Several boys respond with the correct answer: "The *customer*!"

One of the hottest vocational courses is Principles of Technology, taught in 1,200 schools in 47 states. It was developed by the the nonprofit Center for Occupational Research and Development (CORD) in Waco, Texas, in partnership with state vocational education agencies. The course teaches basic physics concepts, such as force and energy, through a series of hands-on experiments. For instance, students learn about thermal resistance by measuring the effectiveness of the insulation in their houses. This beats watching a teacher write equations on a blackboard. Says Dan M. Hull, president of CORD: "Only 12% of high school students study physics. Yet physics is the foundation of most new technologies. So we said, 'Let's take physics and put it in work clothes.' "

The "clothes" are expensive: Lab equipment for the course, which includes oscilloscopes and lasers, runs about $30,000 per school. But a study conducted by John Dugger, an associate professor of industrial education and technology at Iowa State University, suggests the investment pays off. Two groups of students—257 who were enrolled in Principles of Technology and 275 who were enrolled in a regular physics course—were tested on basic physics concepts at the beginning and end of their junior or senior year in high school. The mean score for the physics group rose 11 points, to 66. The Principles of Technology group improved their results by an average of 33 points, bringing their mean score to 81. Says Dugger: "If we could take the methods of vocational education and combine them with the content of academics, we could really make progress in education. Principles of Technology is doing some of that."

THE FASTEST-GROWING OCCUPATIONS



■ Keep kids in school. Some educators believe that reducing dropouts is the weakest justification for vocational education. In fact, it may be the strongest. One reason: A high school diploma raises earning power by almost 25%. Second reason: Close to 30% of labor force entrants through the year 2000 will come from racial and ethnic groups that have the highest dropout rates. Roughly 40% of blacks and 50% of Hispanics drop out of high school. The Bureau of Labor Statistics estimates that these groups will account for 45% of total labor force growth over the 1986-2000 period.

Proof that vocational education lowers the dropout rate is scant. But hear what Chris Horrocks, a student in a special electronics program for dropout-prone youngsters at Silver Creek High School in San Jose, California, has to say: "I *hated* school when I started high school. It was the worst thing in my life. Now I can connect schoolwork to my interest in computers. It gives a purpose to learning."

Vocational programs also offer many students the chance to prove they can excel at something and provide them with the attention they normally do not receive in large comprehensive high schools. Says Chris Beasley, an electronics student at the Montgomery County Joint Vocational School: "Here, the teachers care if we graduate."

To motivate "high-risk" kids to stay in school and, not unimportant, to meet the work force needs of local industry, in 1981 Hewlett-Packard and Lockheed Missile & Space Co. joined forces with the Sequoia Union High School District to start the Peninsula Academies. These three-year vocational programs in computers and electronics are taught in two high schools in Atherton and Redwood City, California. Some 40 local companies provide equipment, mentors, on-site labs, and summer jobs for students.

Now career academies—sometimes described as "schools within schools"—have spread throughout California: 18 academies in 16 cities offer similar programs. The state's pending 1989-90 budget calls for funding 15 more. On average, academy students have higher attendance rates and grade point averages than their nonacademy peers do. They also drop out less. For the first group of students to complete three years in an academy program, the statewide dropout rate was 7.3%, vs. 14.6% for a control group of nonacademy students.

What makes for a successful program? A supportive school district and a lot of industry involvement. In Oakland, for instance, students enrolled in the Oakland Health Academy at Oakland Technical High School go to one of seven local hospitals to receive training on such equipment as radiology machines, which the school could never afford.

Last year Oakland Health Academy graduated its first class. When the students started the program, their average achievement test scores ranked in the 30th percentile nationally. Four years later, 96% of these students received diplomas, and 86% went directly to two- or four-year colleges.

■ **Encourage post-secondary education.** Fred Monaco, director of career and vocation education in Pittsburgh, has an arresting thought: "General education is the enemy." He's referring to the roughly 30% of high school students who take the general education, or general studies, program, picking up a math credit here, a woodworking elective there, and finding themselves at graduation equipped for neither college nor work. In Pittsburgh the school board recently decided to eliminate the general education curriculum altogether, after a study showed that these students dropped out at a rate five to six times higher than those in college-prep or vocational programs.

Opposition to general education is growing. Around the country, schools are trying to steer these students, who tend to consider the high school diploma the end of their formal education, into a new "technical track" that provides a clear path to college. The Perkins reauthorization bill, with its emphasis on 2+2 programs that link the last two years of high school and the first two years of college, could help the movement. Says Chuck Bradley, a manufacturing manager with Texas Instruments in Austin, Texas: "I'd like to see general studies dropped and 2+2 programs become standard."

Bradley is a member of an advisory board—its members come from 13 companies, including IBM, Lockheed, Motorola, and 3M—set up in 1986 to help the Leander school district and Austin Community College develop a tech prep curriculum geared to the needs of the local electronics industry. Now students at Leander High School can take two years of junior-college-level courses, AC/DC Electronics and Semiconductors. After graduating, a student who goes on to Austin Community College and takes a minimum of six hours

WEST GERMANY'S COMPETITIVE ADVANTAGE

■ A West German advertisement for Lufthansa airlines pictures a middle-aged mechanic and four young apprentices examining an airplane engine below the tag line "Whoever wants to fly high needs a solid foundation." The message: Companies that invest in the training of young people produce better workers—and higher-quality products.

Each year about 500,000 West German companies provide on-the-job training for 1.8 million teenage apprentices—a group comprising 6% of the work force—at a cost of roughly $10 billion. In the U.S., apprentices make up a mere 0.3% of workers. Says Janet Carlson, assistant superintendent of vocational education for Washington State: "We are committed to training people for college. They are committed to training people for work."

Roughly 70% of German high school students study a vocation. Based on their performance in elementary grades, most youngsters are sent to one of three types of secondary schools: *Gymnasium*, or college prep, which continues through grade 13; *Realschule*, a middle-level school that readies tenth-grade students for apprenticeships or further technical training; and *Hauptschule*, a lower-level school that prepares youngsters for apprenticeships that begin after ninth or tenth grade. The system is rigid, but not many students fall through the cracks. Fewer than 10% leave without a school or apprenticeship certificate.

Apprenticeships generally run for three years, and combine three or four days of on-the-job training with one or two days of classroom instruction at a public vocational school. Wages average $400 a month—less than journeyman pay. The government sets standards—curriculum guidelines and examination requirements—for 430 occupations. Companies are not obliged to hire the apprentices they train, nor are apprentices required to stick around once their contracts expire.

So why do companies bother? Tradition, for one thing. The German apprenticeship system dates back to the Middle Ages. In addition, German companies say that it offers the following advantages: Students learn good work habits on up-to-date equipment at a young age; employers train workers for future openings; and companies and students have three years to decide if the match is a good one. Hewlett-Packard's West German subsidiary takes in about 80 new apprentices a year, at an annual cost of about $5,000 each, and eventually hires almost all of them. Says Stephen Hamilton, a professor at Cornell University who is writing a book comparing job training in the U.S. and Germany: "There is an unchallenged belief in Germany that one of their main sources of international competitiveness is the apprenticeship program. They could be wrong, but they're not willing to abandon it and see what happens."

Hewlett-Packard apprentices in Stuttgart show off their work.

of classes automatically receives an additional 12 hours of credit for the electronics courses. Says Elbert Marcom, assistant vice president for academic affairs at the college: "This creates excitement for secondary students, because they can see a four-year scheme. These kids are capable of handling much more technical material then we've been willing to admit."

Vocational training changed Clarice Kooistra from a gas pumper to a machine programmer, and helped Tim Titus become a superviser.

■ **Provide jobs.** Ohio and Illinois need welders. The construction industry projects a serious worker shortage in the mid-1990s. Millions of jobs beckon high school graduates with skills. The diploma alone is not enough: Between 1967 and 1987, says the Bureau of Labor Statistics, high school graduates accounted for 60% of the growth in unemployment. According to a study by John Bishop at Cornell, vocational school alumni are less likely to be unemployed and earn 7% to 8% more than other high school graduates—but only if they find jobs in their field. The trouble is, about half do not.

Vocational education needs to be more market-driven: The schools should be supplying what the labor market demands. Under a new Illinois plan called Education for Employment, the state will provide funding for vocational schools only if they offer programs in job areas where workers are needed. Companies have been invited to the schools to look at the curriculums—some of which have not changed much since 1950. In the aftermath of the visits many obsolete courses have been dumped.

The matching of educational skills to the job market is critically important for blacks and Hispanics. Says Charles Benson, director of the National Center for Research in Vocational Education at the University of California at Berkeley: "I can assure you the federal government is *not* addressing the problem of steering disadvantaged people into careers with good job prospects."

Under the proposed Perkins legislation, most federal money would flow to areas with a high percentage of poor kids. Yet nothing in the bill ensures that those youngsters would get into high-quality programs. The government should set aside money to reward schools that successfully bring black and Hispanic youngsters into careers with promising futures.

■ **Retrain older workers.** While companies can take comfort in knowing that vocational schools are beginning to roll out a new, 1990s line of employees, they still face the uneasy situation of what to do with the obsolete workers they already have. Says Ernie Morris, president of Fred Jones Manufacturing in Oklahoma City: "The single most important item in this country for the next ten years will be employee education and retraining."

Perhaps no vocational school has responded more aggressively to the needs of the burgeoning adult education market than Oklahoma City's $20 million Francis Tuttle center. Built in 1981 and supported by tax dollars from five surrounding school districts, Tuttle caters to a society of lifelong learners: Students range in age from 16 to 60. High school students attend free; full-time adults pay $365 a semester. Classes run from 7:30 A.M. to 10 P.M., six days a week, and new students are allowed to enroll each Monday. Last year 10,000 adults updated their skills at Tuttle.

When a student signs up for one of Tuttle's 28 programs—whether it's building and grounds maintenance or instrumentation and control—he or she takes an aptitude test that determines the starting point. From there, the student sets his own pace in individualized instruction that combines textbooks and videos with hands-on labs. The reward for passing all the course requirements: a certificate of completion or, in some cases, an associate degree. Says Carol K. Blalock, who entered Tuttle at 45 to learn automated manufacturing and robotics after being laid off from her electronics assembly job at AT&T: "One reason I thought this was such a great program was that if you already understood something, you could whiz on through. I could get marketable skills in a shorter period of time."

To lure industry to Oklahoma, the state offers to train workers for new facilities at no cost to the company at technical centers like Tuttle. Laments James A. Caillier, president of Delgado Community College in Louisiana: "We're losing our industry to Oklahoma because they've done such a good job of packaging their technical programs."

The U.S. can no longer afford to squander its human resources. To better mine its talent, the country must adopt an education policy that acknowledges the vast diversity of its students and offers options suited to their individual needs and learning styles. Vocational education is one option—Toyota, IBM, and Lockheed are among the corporations that consider it a vitally important one. ■

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July 11, 1989

The Honorable Nancy Kassebaum
U.S. Senator
Suite 302 Russell Building
Washington, DC 20515

Dear Senator Kassebaum:

Thank you for sponsoring a Senate Committee hearing in Kansas. Attending that hearing provided an opportunity for people from the Midwest, like myself, who are involved in vocational education to hear firsthand the concerns which must be addressed by your committee as you develop the Senate bill for reauthorization of vocational education. I found the hearing to be extremely informative.

Nebraska does not have a senator on your committee so I am taking this opportunity to share with you some answers to the questions raised during the hearing. The following remarks will provide a perspective on vocational education in Nebraska, and the activities which have been generated during the era of the Carl D. Perkins Act which are related to the questions you raised. Hopefully, these remarks can be incorporated into the official record of the hearings.

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If professional development is a priority for vocational education, what should be included?

In Nebraska, professional development has included our statewide conference for vocational educators, internships for teachers in business and industry, preparation of new vocational teachers through vocational teacher education, participation in conferences that upgrade teachers' understanding of changing technology, and seminars that include business/industry representatives and vocational educators. All of these activities contribute to the strengthening of vocational education programs for students at the secondary and postsecondary levels.

Who makes decisions about how federal funds will be spent?

In Nebraska, the State Board of Education, which is elected by the people of the state to govern a constitutional agency, also serves as the State Board of Vocational Education. That body has supported a number of advisory groups which help to make decisions concerning how the federal vocational education funds will be spent. Each year, as we identify priorities for funding for the next year, a group of practitioners from secondary and postsecondary vocational education, representatives from the State Council on Vocational Education, and representatives from the state staff in Vocational Education meet to determine what kinds of activities

an equal opportunity agency

should be supported with Program Improvement funds from the Carl D. Perkins Act. The ultimate decision rests with me and my administrative team, but the recommendations of the planning group are generally adopted. These recommendations are then reflected in Requests for Proposals which identify the funding priorites for the coming year.

What articulation activities are going on between secondary and postsecondary institutions?

In Nebraska, a model articulation project was developed between selected secondary and postsecondary vocational programs prior to the Carl D. Perkins Vocational Education Act. That model has since been used in several parts of the state to develop articulation agreements that benefit students. This activity is a logical prerequisite for "Prep-Tech" programs. The prep-tech concept has received much recognition since "The Neglected Majority" was published several years ago. However, states are in various stages of implementation and a federal priority for implementation of "prep-tech" programs needs flexibility so that each state can move the program forward from its current state.

If there were no set-asides for special populations, would they be identified and served?

It is our belief that all states have a commitment to serve special populations groups. We are all very much aware of the crisis that will be faced by year 2000 if all of the available workforce is not adequately prepared for work which can support the nation's economy. Each state should be able to conduct a comprehensive needs assessment that will identify which groups are most in need of assistance, what assistance is needed, and the most effective ways to deliver that assistance.

It would be appropriate for Congress to stipulate that a portion of the federal funds (hopefully, no more than 50%) must be expended to improve program access for the target groups in each state who are in need of the assistance. However, since the size of the population in each group will vary by state, it seems most logical to require the state to use those funds in a way that can be justified by the data gained through the needs assessment. It is imperative under such a system that each group be funded in a similar way. For example, it is not equitable to provide 100% funds for displaced homemakers and single parents, 50% funds (on a federally prescribed formula) for disadvantaged and handicapped, 50% funds for adult training and retraining, etc. Each group deserves the same kind of access and schools deserve to serve all of those in need without having to consider the differences in matching requirements.

What else is being done through program improvement besides equipment modernization?

In Nebraska, there are many activities being conducted with program improvement funds. Equipment modernization is certainly one of them, but most of the equipment modernization is being done in conjunction with related curriculum revision and teacher inservice. We believe that equipment modernization is more meaningful when it is combined with modernization of the curriculum and the teacher's expertise.

Program improvement is also supporting the statewide vocational conference for teacher inservice, preparation of new vocational teachers, statewide curriculum development in each of the program areas within vocational education, consortium participation which has resulted in curricula for Principles of Technology (Applied Physics), Applied Mathematics, Applied Communication, Entrepreneurship, research, state leadership for vocational student organizations, and technical committees of business/industry representatives who determine the essential skills needed for selected occupations. All of these activities are vital to keeping vocational education programs current and responsive to the needs of business and industry as well as providing a common focus to vocational program improvement throughout the state.

If you could do one thing with the funds, what would it be?

This is always difficult to answer because there are so many things to be done. However, because we believe that improving access to programs is not appropriate if the programs are not of high quality, our priority would be program improvement. Program improvement, by our definition, would include improvement of facilities, equipment, related curriculum, teacher competencies, and the provision of statewide leadership and technical assistance necessary to accomplish program improvement in a consistent and coordinated manner.

Do postsecondary schools work with secondary schools?

In Nebraska, there are only six community college areas with a total of fourteen campuses. These areas cover the entire state. There are 310 secondary school districts located throughout the state. Nebraska has no system of area vocational schools to serve secondary students. Obviously, it is difficult for the community colleges to work equally well with all of the schools.

The community colleges are very interested in cooperating with the secondary schools because it is in their best interest to do so. If they can assist schools in helping students to gain good basic skills, explore occupational interests, and gain some preliminary occupational skills, it makes their job easier and they can be more accountable for the products of their institutions. It also lessens the need for them to provide "remedial" courses.

The secondary schools are equally interested in cooperating with the community colleges because they cannot afford to provide all of the vocational education opportunities necessary for their students. That is the primary reason several of them have developed articulation agreements.

Cooperation is greatest among those high schools who are located within reasonable distance of the community college campuses. However, because of the sparsity of Nebraska's population, there are many areas of the state where it is physically impossible to cooperate extensively. Approximately 50% of Nebraska's high school graduates go directly to work after graduation and the need to provide appropriate vocational education in the secondary school setting will continue to be significant.

If a super council is not a good idea, what coordination would/does occur between councils?

Currently, there is some common membership on both the JTPA Council and the State Council on Vocational Education. Both council's meetings are attended by representatives of the other council. They have also cooperated on several studies on employment and training needs. There is, obviously, considerable cooperation and coordination.

We believe that coordination and cooperation need to occur at the agency head level through the Governor's office and at the federal level. However, each federal program should maintain its own council in order to provide citizen oversight for the program. It is impossible for a group of citizens to become knowledgeable about more than one federally funded program and devote the time necessary to effectively function on more than one council.

The National Occupational Information Coordinating Committee (NOICC) and the State Occupational Information Coordinating Committee (SOICC) in each state include membership from the Department of Labor, Vocational Education, Vocational Rehabilitation, Employment Service, and the state's career information delivery system. This is almost the same group, with the exception of Adult Basic Education, that is proposed as a super council under HR 7. Expanding that group's responsibility beyond managing the labor market information system could strengthen the cooperation and coordination necessary for human resource development at the federal and state levels. This kind of coordination and cooperation would be more appropriate than a challenge of the governance structure in each state.

How do we attract students to vocational-technical education and at what age?

How do we prevent students from graduating who do not have basic skills?

How do we effectively combine academic and vocational education?

These three questions need to be answered as one because vocational education cannot solve these problems alone.

From our perspective, students are attracted to vocational education if they are given the opportunity. Marketing surveys have shown that peers, parents, and counselors (in that order) have the greatest influence on students' course selection. Therefore, we have focused our marketing efforts on peers and parents, and our professional development and curriculum revision activities on guidance counselors. These efforts have been funded with program improvement funds and the "hold harmless" provisions for career guidance and counseling.

What we really need is a return to the Career Education concepts that the nation experimented with several years ago. Career education encourages students at all ages to understand and appreciate work, causes teachers to use employment related applications to curriculum concepts, decreases sex stereotyping of roles and occupations, and provides the focus that will be needed if today's young people are going to be prepared for the challenges of tomorrow's workplace.

Career education and applied academics have much in common, but so far, the financial support for these innovations has come from vocational education funds. If Congress really wants to have an impact on general education, both elementary and secondary, these issues should be addressed in separate legislation that provides impetus to both academic and vocational educators to restructure curriculum so that it is more meaningful for all students. Congress has addressed the issue of drug education in this manner, and it seems appropriate to do the same thing for career education and the blending of academic and vocational education. Addressing these two issues effectively would also help guarantee that students leave school with basic academic and vocational skills.

As long as these innovations are encouraged and funded by vocational education, there are many general educators who will choose not to get involved. Teacher educators, for example, are not interested in "applied academics" if the efforts are funded by vocational education because vocational education is not deemed "academically respectable."

Is there adequate coordination between JTPA and vocational education?

There is never enough coordination between programs. There is, however, significant coordination currently going on, as was described in an earlier response. When you consider the significant differences in program focus, funding strategies, and delivery systems, it is amazing that so much coordination is actually occurring. Congress must recognize that there is a difference between a training program, such as JTPA, and an education program, such as vocational education. Vocational education is designed to serve all students who wish employment skills. JTPA is designed to serve the economically disadvantaged and chronically underemployed. JTPA's target group is adults and at-risk secondary students who need to become economically self-sufficient.

Coordination would be improved if the legislative differences between the two programs could be eliminated. Differences in matching requirements, definitions, performance standards, etc., all inhibit improved coordination and cooperation. For further information on this topic, see Michael Brustein's paper on the dysfunctions between JTPA and Vocational Education.

Would women have improved access to vocational education without set-asides?

This is a difficult question to answer. There is no question that homemakers and single parents have been well served as a result of the set-aides in the Carl D. Perkins Vocational Education Act. However, those funds required no match and administrative responsibility was clearly focused in the legislation. We do not know if they would have been served as well if the mandates were limited to those described for adult training and retraining. Certainly, they could be served in that category as well.

The real question seems to be: "Will the state identify women, specifically homemakers and single parents, as a target group in need of special services?"

The inference is that the states will not. As the administrator of the state's vocational education programs, I cannot guarantee that they will receive the same services that have been provided in the current legislation. I can guarantee that every effort would be made to identify all groups needing improved access to vocational education, make those services available in a consistent and proactive manner, and try to meet the employment needs of the state and all of its citizens.

Is child care service a serious need for women, especially homemakers and single parents?

There is no question that we face a child care crisis in this country. The crisis is greatest for those who have the most limited incomes. Child care services should be available for all parents wishing to work, and a sliding fee scale for the services should be provided. This is an issue for the AFDC parents, college students, JTPA clients, etc. Child care services should be an eligible expenditure in every federal program that is designed to improve employment and training.

This completes Nebraska's response to the questions you posed at the Senate Committee hearing. If you wish to explore any of these issues further, please contact me. Once again, we appreciated the opportunity to attend the hearing in Wichita and look forward to the opportunity to respond to the committee's deliberations in September.

Sincerely,

Marge Harouff

Marge Harouff
Assistant Commissioner
Division of Vocational Education
Nebraska Department of Education

cc/Senator J. James Exon
Senator Robert Kerrey

db

UNION PACIFIC RAILROAD COMPANY

TRAINING CENTER
HUMAN RESOURCE DEVELOPMENT AND TRAINING

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June 27, 1989

The Honorable Nancy Landon Kassebaum
United States Senator - Kansas
111 North Market Street
Wichita, Kansas 67219

Dear Senator Kassebaum:

I would have enjoyed the opportunity to testify before your public hearing on the reauthorization of the Carl Perkins Vocational Education Act in Wichita on Thursday, June 29, 1989. I believe I could have given you a good overview from the business community on the shortcomings of the House version of the reauthorization of HR-7.

There are two points I would discuss with you briefly: one, the make-up of the Human Investment Council and, two, the absence of Title III which covers skill upgrading of employees using the public education's institutions.

First, I am a member of the Nebraska Council on Vocational Education and also on the Nebraska State Job Coordinating Council. These Councils are proposed to be joined in HR-7 as the Human Investment Council. The scope of this HIC seems to me to be overwhelming in nature. The effectiveness of the present Councils is evident because of the time and effort of business and public-service input to the overseeing of current policies. We are effective because of our directions to the administrative entity of each council.

A combined Council overseeing that broad scope of duties, in order to be effective, would have to have a high degree of understanding of each program and be able to dedicate a large amount of time in the evaluation and study of the numerous functions of the service providers.

Although business wants to contribute their time and energies in helping to oversee these functions, it is unlikely that most are willing to give all the time that would be necessary for the effective management of this multiplicity of responsibilities. As a present member of both State Job Training and the State Vocational Education Council, let me assure you that the effective member, if a business person, would not be able to afford the total commitment to this proposed structure.

Secondly, the House version leaves out Title III - funding which now creates business/education relationships in providing skills training for new hires and upgrading skills for present employees of a business. The amounts of money to accomplish this is not great but it is the type of incentive that establishes partnerships that grow. These funds and relationships are important to nurture and maintain State economic development and the skill training of the currently employed.

I submit this letter to be entered into the record of your June 29, 1989 Public Hearing. Thank you very much for your consideration.

Sincerely,

L. Charles Varvel

L. Charles Varvel
Coordinator of Safety Training

Statement

Oklahoma State Department of Vocational and Technical Education

There appears to be a general concern about the competitiveness of the U. S. workforce. We in Oklahoma share this concern and support efforts by the Senate to develop a world class workforce. We recognize that there are different points of view on how to achieve this worthy goal.

It has long been the position of the vocational and technical education system in Oklahoma that vocational and technical education can provide the necessary training for businesses and industry to equip the workforce with the skills to be competitive. Linkages have been established in every employment sector to provide education and training to increase productivity. Additionally, it should be noted that this same relationship with business and industry exists in several other states and is a goal of leaders in vocational and technical education to achieve this in every state. There are several trends which have surfaced and appear to have gained momentum as reauthorization of the Carl D. Perkins Vocational and Technical Education Act is being reviewed. We would like to present some viewpoints on these issues for your consideration.

Issue I - State Council on Vocational Education

> While it is important and worthy to want coordination achieved, it must be recognized that it is difficult to accomplish and likely cannot be forced. Representatives from all agencies for which training and support dollars are received should be on a council

that assists with the development of the State Plan for Vocational and Technical Education and should be involved in monitoring achievements toward the State Plan. This council should advise the State Board and make input to the Governor related to the coordination of resources which have been targeted to achieve the respective aspects of the federal legislative acts. Language should be incorporated into the reauthorizing act to assure that the intent of the legislative acts are achieved.

It is the belief of vocational and technical educators in Oklahoma that the concept of singular focused councils best achieve the purposes of legislative acts. When appropriate members are selected for a council they do not have the depth of understanding nor the quality time to devote to coordinating the intent of four or five legislative acts.

Legislative acts are designed to achieve specific purposes. Coordination of legislative purposes is important and is something that all should strive to achieve. Advisory councils best function when their role is related to a specific act. Agencies which are recipients of funds should be required to coordinate and their respective councils should be charged with the responsibility of assuring that coordination takes place to achieve legislative purposes.

We in Oklahoma strongly support the concept of a State Council for Vocational and Technical Education composed of the representative membership necessary to achieve coordination. The State Council should be limited in size, should be appointed by the

Governor, and should be in a direct reporting relationship to the Secretary of Education. Additionally, we support a National Council on Vocational and Technical Education composed of representative membership which advises the Secretary of Education.

Issue II - Economic Depressed Areas--Economic Disadvantaged Students

It seems to be the general opinion that these two terms are synonymous. They are not and reflect two separate elements which need to be examined technically. The term "disadvantaged students" is defined as "individuals who have economic or academic disadvantages and who require special services and assistance in order to enable them to succeed in a vocational education program." The Federal Register, Volume 50, No. 159, (Friday, August 16, 1985), Rules and Regulations, page 33234, further defines an economically disadvantaged individual as "an individual which the State Board identifies as low income on the basis of uniform methods." A State must use one or more of the following standards as an indicator of low income:

1) Annual income at or below the official poverty line established by the Director of the Office of Management and Budget;
2) Eligibility for free or reduced priced school lunch;
3) Eligible for "aid to families with dependent children" or other public assistance programs;
4) Receipt of a Pell grant or a comparable State program of need-based financial assistance; or,

5) Eligibility for participation in programs assisted under Title II of the JTPA.

The targeting of the economic disadvantagement is adequate to identify the economically disadvantaged student. However, the technical definition does not allow the student to be enumerated as economically disadvantaged because of the part of the definition that states "and who require special services in order to enable them to succeed in a vocational education program."

Another misconception is that only academically disadvantaged students are being served. It is true that the disadvantaged definition technically allows more students to be classified in this category, but it is probably not true that economically disadvantaged students are not being served. All of the research studies indicate that there is a very high correlation between economic disadvantagement and academic disadvantagement. Therefore, one would surmise that a great number of those classified as academically disadvantaged students are also economically disadvantaged and are simply not classified that way because of definitional problems.

"Economically depressed areas" is an entirely separate issue. We recognize that it has been the legislative intent that federal vocational dollars should go to the areas in the state that are the most economically depressed. All states should be able to demonstrate that this has occurred under the existing legislation. From state to state, a formula may target federal funds to the most depressed areas using focused criteria. Consideration has not been given by federal legislation to the equalization processes that states initiated in order to provide more equitable funding to eligible recipients.

A primary problem that has inhibited the accounting procedure of funds flowing to the local economically depressed institutions is the matching requirement, especially for the disadvantaged and handicapped funds. The formula process required that 100% of the funds be allocated to the eligible recipients. The formula should have also directed the dollars to the most economically depressed recipients. The problem is the excess cost and matching provisions. A belief exists that states have sources of revenue that are available to be used when eligible recipients are unable to match the funds. States do not have monetary resources for this purpose, thereby causing local education agencies in depressed areas to reject the available federal funds. States would then reallocate the federal dollars using the formula factors until all the funds are allocated. This results in eligible recipients which could match the excess cost to receive the greater volume of federal dollars. This can be corrected by removing the non-federal matching requirements or by eliminating all together the excess cost matching requirement for disadvantaged and handicapped funds.

Issue III - Formula Funding

Most states probably do not oppose formula funding. However, most states probably do oppose all of the federal funds flowing to eligible recipients by a formula. Formula funding has advantages and disadvantages. A limited number of these are presented for consideration.

Formula funding does allow factors to be used to drive federal dollars to eligible institutions. If the major emphasis of the legislation is to get dollars to economically depressed institutions, then a formula will allow this to occur depending on the factors used and the weight given. Using enrollment figures allows for a greater number of dollars to flow to population-dense institutions, depending on the weight given. Several factors could be used with varying results.

Some disadvantages that should be considered are as follows: 1) A loss of accountability results; 2) State-needed priorities cannot be achieved; and 3) The needs of business and industry are completely ignored. There are many types of institutions and the same factors are not relevant to the varying delivery systems. Funding formulas are not new, and, to date, one formula has not proven to be more effective than another. Because funds are targeted to a specific area does not insure that programs or populations served will achieve the results desired by the legislation. Targeted- or formula-funded distribution to institutions does not lend itself to the goal of a world class workforce. All types of institutions and all delivery systems should benefit from the legislation to accomplish this goal.

Issue IV - State Level Administration, Leadership, and Statewide Activities

An administrative cost rule-of-thumb that is generally accepted is fifteen percent. Seven percent of the federal basic state grant should not be considered as an excessive expenditure for administration and supervision. The area that seems to be causing concern is the amount of funds that should be reserved at the state level for state- supported activities.

The assumption that state-supported activities are not important and that the bulk of funds should flow to the local level is a gross misjudgment. State services and leadership are vital for vocational and technical education. States must have the support to conduct research and planning, curriculum and test development, technical assistance and monitoring, technical updating inservice and professional development, basic academic integration and articulation, access and equity, and the wide array of economical and industrial development activities.

These elements cannot be achieved effectively or efficiently at the local levels and are best performed through state-supported activities and initiatives. A reasonable level of twenty percent of the funds available for state support will result in achieving the goals and purposes of federal legislation. To assume that the capability exists at the local level is a misconception that will severely weaken the position of vocational and technical education to achieve the desired federal legislative mandates. State level leadership and support is essential and vital for accomplishing the major initiatives that must be performed by vocational and technical education.

Another consideration that should be examined when a formula funding process is used is the incentive concept. If an eligible recipient is aware that funds will flow to the institution with little or no strings attached, they may not use the funds according to the greatest priorities. Therefore, states need some method to assure that funds will be used in the areas of greatest need. One method to achieve this is to allow states to reserve a percentage of the funds at the state level for allocation to local institutions as incentive aid for achieving the desired purposes stated in the legislation. An amount of twenty percent that is not distributed by the formula could be reserved at the state level to be awarded to local eligible institutions as incentive funds to achieve the necessary state and federal priorities.

We suggest that the Senate consider a distribution allocation method as follows: 1) Seven percent of the Basic Grant reserved for State Administration and Supervision; 2) Sixty percent of the remaining basic grant be allocated by a set formula which targets funds to a specific purpose or clientele; 3) Twenty percent of the funds would be allocated by the states to local eligible recipients as incentive aid to achieve priorities of need; 4) Twenty percent of the funds would be used for state-supported activities to assure quality.

Issue V - Set-Asides vs. No Set-Asides

Set-asides have historically been the mechanism to assure that funds were allocated to a targeted population for specific purposes. The rationale was that if funds were not set aside the resources would not be used appropriately for the targeted populations. The argument may have validity. Set-aside provisions may also have negative aspects. When a basic grant has a variety of purposes and carries with it a high percentage of the funds being set aside, this limits the ability to gain funds for purposes outside of the set-asides.

Both targeted funds and flexibility is important to vocational and technical education. This can be achieved through an appropriate planning process. States should compose their State Plan according to the priority of needs using a comprehensive planning process. Local eligible recipients should compose a local plan with identified needs and proposed allocation of resources. These plans then become quasi-contracts that address needs, purposes, priorities, and resource allocations. This concept may appear idealistic, but it is the only true way to assure that funds are achieving the intended purposes. If this position has merit, all set-asides should be removed from the legislation. It can work if the legislation is composed so that federal priorities are clearly stated. It must also be recognized that Federal and State leadership and technical assistance is absolutely essential.

Issue VI - The Legislative Title of the Reauthorization

Vocational and technical education has worked extremely hard to bring recognition and dignity to its field. We believe that this has been accomplished, and the field is proud of its identity. Changing the title of the legislation to something different will bring good to no one. Federal legislation will do nothing by an unwanted title change but cause more confusion and image recognition. We do not want to be recognized as a conglomerate of other legislative acts. We have in place an effective institutional delivery system and maintain great pride in our profession. We ask the Senate to be sensitive to this issue as they compose reauthorizing legislation.

Issue VII - GAO and Needs Assessment Studies

There are numerous factors that should be kept in perspective as studies are reviewed by the Senate. The GAO Study was very limited in size and scope as only six states were included in the study. These states were not randomly selected so inferences should not be drawn about all states. Six other states could have been selected with totally opposite findings. Keep in mind that the forty-four other states that were not a part of the study will definitely be affected if the outcomes of the study are used as a major component.

The study was very selective in what it reviewed. The data can be analyzed many different ways with varying degrees of implications. The study confused economically depressed areas for funding with the services provided to disadvantaged students. Calculations contained in the GAO Study presents misleading cost-per-student data when allocations of federal funds are derived with numbers of students served. Consideration must be given to the technical definition of economically disadvantaged students. Academically disadvantaged individual services should not be judged too harshly because there is a high correlation between academic and economical disadvantagements.

The national assessment conducted by Wirt was only a snapshot in time and occurred primarily one year after the implementation of the Carl D. Perkins Act. Conclusions drawn would look much different if one could examine information at the current point in time. An instance and a point cited by the assessment was that states spend a large percentage of the program improvement funds for equipment. This is probably a true statement if one only examined the expenditures after one year of the act. The National Association of State Directors of Vocational and Technical Education Self-Assessment verifies this finding at the end of the first year, but the study indicated that this pattern did not continue during the second and third year of the Act.

A logical explanation can be made about the actual happenings. During the transitional year and during the first year of the Carl D. Perkins Act, states carried over a large amount of federal funds because there was not enough time nor guidance given to how the funds could be spent. Therefore, states found themselves with a large amount of carry-over funds after the first year. A priority was to modernize programs so states used the federal program improvement funds to buy equipment and reduce carry-over. The field is concerned about the dearth of reliable information which is available for the reauthorization process. The field further realizes that many of the conclusions and recommendations made in the assessment are not supported by factual information. We encourage the Senate to review the self-assessment of vocational and technical education under the Carl D. Perkins Act conducted by the

National Association of State Directors of Vocational and Technical Education.

Issue VIII - Education Leadership

We encourage the Senate to make vocational and technical education legislation an education bill. The field would like to have the Department of Education positioned as a leader in the education and training arena. We do not think it to be in the best interest to have vocational and technical education that is slanted more toward labor than education. The field supports the position that the Department of Education should staff the office of Occupational and Adult Education with an Assistant Secretary that is nationally recognized and highly qualified in the field of vocational and technical education. Staff positions should be allocated sufficiently to provide the desired leadership which is commensurate with the importance of having a world class educated workforce. We do not see this trend happening and strongly urge the Senate to give the need for leadership attention in the legislative process. To have a world class workforce and a world class educational system, you must have world class educational leadership in the Department of Education.

STATEMENT OF GLENN A. DAVISON, INTERIM STATE DIRECTOR
WISCONSIN BOARD OF VOCATIONAL, TECHNICAL AND ADULT EDUCATION
REGARDING REAUTHORIZATION OF THE CARL D. PERKINS VOCATIONAL EDUCATION ACT

Recent studies by the Government Accounting Office and the National Assessment of Vocational Education, the U.S. Department of Education, have documented problems and abuses growing out of experience under the Perkins Act over the past 5 years. Reports based on the studies leave the unmistakable impression that very little of what Congress attempted to do in the 1984 reauthorization has worked. In fact, the reports cast considerable doubt on the usefulness of the process that the Congress has followed in succeeding reauthorizations of the 1968 Act, that of making improvements incrementally by building on what has proven to be successful while addressing problem areas.

Members and staff responsible for drafting H.R. 7 in the House of Representatives have apparently concluded that the time is now ripe for a radical restructuring of the Act. Their bill greatly weakens the likelihood that handicapped, disadvantaged and certain other target groups will be directly served with these funds.

It is astonishing that in discussions with GAO study participants, states distributing program improvement funds by formula were criticized for not exercising needed discretion -- that is, for making a formula distribution when it was not required. NAVE also was critical of this practice. Yet H.R. 7 would distribute virtually all funding by formula. Both the American Vocational Association and the American Association of Community and Junior colleges recommended a change in Perkins to provide flexibility in setaside funds distribution so that needs that are somewhat different from one state to the next could be addressed. Neither expected that state board discretion would be eliminated altogether. We believe that a reasonable level of state discretion in the distribution of funds should be preserved.

Because the present Act provided that the states may exercise discretion in making allotments, in 1987-88 the Wisconsin State Board was able to target $332,000 of adult setaside funds for programs serving students who are either hearing or sight impaired in 3 of the state's 16 technical college districts. It also allotted $750,000 to high growth occupational training, $250,000 to customized training, retraining and upgrading, $300,000 to alternative delivery program development and equipment, primarily to serve rural areas more effectively. After the Board had operated very successful basic skills and pre-vocational programs using discretionary funds from the Vocational Education Act for a number of years, the Wisconsin Legislature recognized the merit of supporting this program with additional state funds. Similar Perkins expenditures for single parent and homemaker programs have also drawn additional appropriations for that purpose from the state Legislature.

I think it is fair to say that these federal initiatives were vital to improving postsecondary occupational education in the state, and that they would not have received state attention or support had it not been for the Board's use of Perkins discretionary funds. A system of formula funding would not have produced comparable statewide results.

How much of the basic state grant should be distributed by formula and how much by board discretion? The present Act requires that 80 percent be distributed to local districts, 32 percent by formula. About 48 percent may be distributed by request for proposal or by formula as the state chooses. H.R. 7 increases the required formula amount to 80 percent of the basic grant and adds 10 percent for women's programs to be distributed on a discretionary basis.

I respectfully urge senators on the Labor and Human Resources Committees to recognize the legitimate need state boards have to use a reasonable level of discretionary funds to ensure that the programs in need of improvement are improved, that particular regional and statewide needs and priorities consistent with national priorities are met and that these efforts receive the public funds and attention they deserve. At least half of the funds made available to local districts should be distributed by an RFP process and half should be made available by a formula designed to benefit most those districts with high economic need.

Effective administration including management, data collection, evaluation and accountability, all of which must be performed by state offices. The state gives technical assistance to help local recipients improve programs. The present Act provides 20 percent of the basic state grants to be used for two major functions: state administration (7 percent); and technical assistance (13 percent).

If state level funds are cut as proposed by H.R. 7, what role can states be expected to perform? Unless the federal dollars to be cut are replaced by state legislatures, the staff reductions that follow will force states to limit their efforts to absolute minimal compliance and the pass-through of federal funds. Wisconsin has used federal Vocational Education Act funds to build one of the best occupational education systems in the nation. Its secondary and post-secondary education systems have relied upon state level Perkins Act funds to support innovation and federal-state priorities as well as program, curriculum and staff development. The excellence of vocational education in Wisconsin is widely recognized, and that excellence is a direct result of having an active, independent state agency to advocate for the system, and to provide guidance and oversight. An Abt, Associates, NAVE contracted study of state administration found that states with strong independent state leadership have been the most effective in achieving federal purposes.

I believe the proposed restriction in the use of state level funds, if enacted, would pose a very real threat to the continued high quality of vocational education in Wisconsin. Such a restriction would severely limit the capacity of the State Board to carry out any new responsibilities for improving programs, developing and implementing performance measures and standards, and improving accountability. It can be safely predicted that limiting state oversight will ensure the failure of new purposes Congress may

propose in the reauthorized act. We simply will not do more at the state level with less.

I realize that Congress is sensitive to studies that trace many of our serious educational problems to frustrations felt by classroom teachers, parents, and eventually by employers. Some point to the increase in the number of local non-teaching staff and administrators, or to the growth of state staff, as factors contributing to these frustrations. Frankly, staff increases have not been a significant problem in Wisconsin. The size of the State Board administrative staff, for example, has actually diminished by 15 percent over recent years. Nor have administrative or support staff grown abnormally in district institutions.

One argument often heard in support of both formula distribution and reduction in state board funds is that formula distribution is easier to administer, requiring less time and staff. As a result, the argument goes, there will be increased benefits as paperwork is reduced and more money becomes available for local districts. While the argument is attractive, in reality oversight will still be required to ensure compliance with Act purposes. Reports and record keeping will be needed, although perhaps later on in the allotment cycle. Evaluation, accountability, audits and reviews in addiiton to development and implementation of performance measures will all entail paperwork and staff effort. No real reduction in the job the state boards do is expected.

To assist states in light of a suggested cut in funds for state leadership, it has been suggested that the U.S. Department of Education provide additional technical assistance. However, it is ridiculous to assume that the U.S. Department of Education could provide the technical assistance needed to 16 postsecondary districts and hundreds of high school districts in Wisconsin. The State Board and Department of Public Instruction will have to do this. To be sure, states can benefit from guidance from the U.S. Department of Education. But to implement changes anticipated in a reauthorized Perkins Act, including possibly a new in-state distribution formula for secondary and postsecondary vocational education, new accountability measures and standards, and reporting and data collection requirements, local schools will need assistance that is close at hand. The state offices, not the U.S. Department of Education, must provide that assistance as it has in the past.

Wisconsin enthusiastically endorses the idea of tech-prep -- of developing a "track" to parallel what used to be called "college prep" in our high schools. Tech-prep, beginning in the junior year in high school, would continue on without a break through the two years of an associate degree or certificate program in a technical, community or junior college. We support this initiative and its inclusion in a reauthorization of the Perkins Act.

Unfortunately, as tech-prep now stands in H.R. 7, there is no role for the states. Demonstration grants under H.R. 7 would be made directly by the Secretary to consortia of secondary schools and community colleges. I believe that is a weakness. Many states have initiated articulation programs linking secondary and postsecondary vocational education programs. These state efforts should be extended with support from the legislation, not bypassed. Also, the need for tech-prep, or 2+2 programs exists in all states and the proposed demonstration grants may not reach important regions where they are needed. Grants by the Secretary of Education would be less effective than state allocations in meeting this need.

How could tech-prep be included in the Perkins formula allocations to the states, as suggested? Tech-prep could be part of a new "technical education" title or it could be added as a new part under Title III, Special Programs, administered by the state boards.

I am also concerned, as are many educators, with the number of seemingly independent federal occupational education programs, and the resulting duplication of services and inefficient use of public monies. Local public technical and community colleges, for example, often offer the same courses and programs in the same neighborhoods as enterprises funded by a local Private Industry Council supported 100 percent by federal JTPA dollars. Why aren't the facilities, instructors, counselors and programs of the existing public institutions used? One answer is they may cost more. Certified or credentialed counselors and instructors generally command higher salaries than those who do not meet state certification standards for public schools. Overhead may be more costly. The PIC can reduce part of these costs, and can document the success of programs operated outside the public sector by pointing to performance standards met by those they select to serve. The U.S. Labor Department plans to expand service to increase the length of training and to add basic skills and remedial education in employment training programs. If it expands through alternative institutions, a major opportunity to utilize and improve the tremendous store of talent, know-how and physical resources developed for public use will be shamefully lost.

State administrators of other federal programs, especially State Departments of Labor and Health and Human Services, should be directed to use the programs, staff and facilities of existing public education institutions in providing basic skills and occupational education components for adults and out-of-school youth served by federal job training, welfare, trade, and literacy programs under their purview. This proposal would improve coordination and reduce duplication. It could also increase adult literacy levels and productivity and give participants greater career and educational mobility.

Much can be accomplished to strengthen and improve federal vocational education as well as state and local programs through the reauthorization. The key to any successful and long-lasting set of changes, I feel, will be the continuation and strengthening of the 3-way local, state and federal partnership that has evolved through the years of development, building on what has proven to be worthwhile, and working together to make improvements as problems are encountered.

LR:SKC:RPT:01

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Herbert J. Grover
Superintendent of Public Instruction

July 13, 1989

The Honorable Nancy Landon Kassebaum
United States Senate
302 Senate Russell Building
Washington, DC 20510

Dear Nancy:

Please accept the enclosed testimony to the hearing process for S. 1109; the reauthorization of the Carl D. Perkins Vocational Education Act of 1984. This testimony reflects the position of the Wisconsin Department of Public Instruction as it relates to federal funding for secondary vocational education in our state. We would be pleased to provide additional information or respond to questions of your committee or its staff. Please direct requests for further information to:

Richard Dignan, Director
Bureau for Vocational Education
Wisconsin Department of Public Instruction
P.O. Box 7841
Madison, WI 53707-7841
Phone: 608-267-9244

Thank you for the opportunity to provide input to the reauthorization process and for your committee's consideration of our testimony.

Sincerely,

Herbert J. Grover
State Superintendent

HJG:mb

Enclosure

cc: All Members of the Wisconsin
Congressional Delegation

TESTIMONY FOR THE REAUTHORIZATION OF THE CARL D. PERKINS VOCATIONAL EDUCATION ACT OF 1984
WISCONSIN DEPARTMENT OF PUBLIC INSTRUCTION
July, 20, 1989

Federal vocational legislation, over the years, has directed attention to national concerns as it relates to population demographics and skill needs of the nation's workforce. It has provided incentives to states and their local school districts to address these concerns through modifications, additions, or major redirections of local vocational education programs.

There is a growing consensus that lists the following major national concerns regarding the nation's future workforce:

1. A decline in the number of available workers due to the "baby bust,"
2. An increasing criticism from employers of the lack of basic skills on the part of employees,
3. The need for continuous retraining of workers due to not only the rapid changes in technology but to the impact of global economic competition on the nation's businesses and industries.
4. These same factors require/demand immediate retraining and upgrading of vocational instructors.
5. The compelling need to modernize the curriculum, facilities, and equipment in the nation's vocational classrooms.
6. The need for closer communication and stronger partnerships between the employment and education and training community.
7. The need for vocational education programs to fully serve "at-risk" populations so all citizens have access to gainful employment--increasing the availability of a competent workforce and decreasing the potential demand for welfare or incarceration expenditures.
8. The need to eliminate duplication, promote coordination and articulation, and increase accountability in order to assure effectiveness of the national investment.

These concerns, I am sure, will be part of your deliberation as you prepare legislation to focus the nation's resolve. I wish to comment on the following for your consideration.

COORDINATION OF WORKFORCE DEVELOPMENT PROGRAM

The federal effort can best demonstrate the achievement of coordination of workforce development programs by directing the Departments of Education, Labor, Health and Human Services to provide a coordinated federal policy embodied in all workforce education and training legislation.

Models for implementing the coordinated efforts should be piloted in several states, through incentives to develop successful examples of coordinated programs. In the interim, allowing for maintaining separate councils with coordination criteria is appropriate.

It is unreasonable to expect that one appointed state council as required in HR 7 with very little or no funding for staff can hope to coordinate employment and training policy between a wide variety of powerful state agencies.

SERVING "AT RISK" POPULATION

I believe that "targeted" funding must be required in any future funding formula for federal vocational education. It is the experience of the Wisconsin Department of Public Instruction that local school districts need the incentive of setaside funds in order to energize their effort to serve special needs populations.

Setaside funding should represent a balance between the support services needed by certain target groups and improving the quality of the programs that serve them for occupational skills training. I recommend a balanced 50/50 split in monies for target populations and program improvement.

SIMPLIFY ADMINISTRATION

In terms of accessing the federal funds, I encourage a uniform administrative design. It is important that federal funding distribution mechanisms be consistent. Do not mix entitlement funding with an RFP process. It should be noted that the proposed formula distribution in HR 7 had no significant impact on the amount of federal vocational education dollars accessible to our local school districts.

BASIC SKILLS/OCCUPATIONAL SKILLS INTEGRATION

Any reauthorization of Carl Perkins must demand the full integration of basic skills and vocational education. Since this is a major concern of all, special funding for research and demonstration models must be encouraged along with any requirement for integration.

STATE LEADERSHIP

In general HR 7 constrains the use of federal dollars by state education agencies to support staff and activities which provide leadership and direction to implement federal vocational education efforts. I anticipate that approximately one-half of the current Wisconsin Department of Public Instruction vocational staff will no longer be dedicated to federal vocational education programs and activities.

Wisconsin has taken a pro-active and intense role in providing leadership and technical assistance to our LEAs. Local schools have responded well and our efforts to modernize secondary vocational education are underway. The continued support of state leadership and technical assistance is of primary concern if we are to accomplish the needed change and improvement within reasonable time frames. Our local districts want this support to continue. I urge you to continue to allow up to 20% of the basic state grant to be used for administration, research, technical assistance, curriculum and staff development activities. The reduction of state level assistance in HR 7 will be devastating to the current progress we have made.

ACCOUNTABILITY

In order to support effective administration of federal objectives in vocational education, there must be uniform standards and measures for accountability. It is unreasonable to provide federal funds without uniform nationwide definitions which allow each state and local program to measure its success or failure.

SPECIAL PROGRAMS

I support the retention of the Special Programs defined under the current Carl Perkins Act as Title III. HR 7 introduced a fine idea with the Tech-Prep program which promotes articulation between the secondary and post-secondary institutions. Unfortunately, the current HR 7 Tech-Prep program places all the monies and administrative authority at the federal level. Demonstration grants by the Secretary of Education may not reach local areas where they are needed and will prove to be less effective than state allocations in meeting this need.

I believe the key to encouraging people to seek vocational training to meet the increasing labor market need is through a comprehensive career and guidance counseling program. Therefore, I strongly support the increase from $1 million in the current act to $30 million in HR 7.

In conclusion, I encourage the Senate to incorporate the following recommendations which I also made to the Commission on Workforce, Quality, and Labor Market Efficiency:

.Re-examine the appropriate role and priority of federal educational funding to first deal with areas effected by the increasing globalization of our economy.

- Establish a federal policy which supports the learn to earn concept and transcends bi-partisan politics and agency turf battles.

- Initiate appropriate action to integrate federal policy initiatives and program operations to avoid duplication of services and capture the positive synergism of shared responsibility for outcomes.

Thank you for your consideration

Senator **Kassebaum**. Thank you very much, and I appreciate everyone attending. That completes today's hearing.

[Whereupon, at 12:05 p.m., the subcommittee adjourned subject to the call of the Chair.]

REAUTHORIZATION OF THE CARL D. PERKINS VOCATIONAL EDUCATION ACT

FRIDAY, JULY 7, 1989

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES OF THE
COMMITTEE ON LABOR AND HUMAN RESOURCES
Providence, RI.

The Committee met, pursuant to Notice, at 9:30 a.m., at the Hanley Vocational-Technical Center, Providence, RI, Hon. Claiborne Pell (chairman of the subcommittee) presiding.

Present: Senators Pell and Cochran.

Senator PELL. The subcommittee on Education, Arts and Humanities will come to order. This hearing of our subcommittee marks the third of our oversight hearings on reauthorization of the Perkins Vocational Education Act.

I am particularly pleased to be joined this morning by Senator Thad Cochran of Mississippi who is a strong advocate of education. I am delighted that he has joined us and thank him for traveling this long distance from Mississippi.

I would like to thank of all of our witnesses who have graciously agreed to testify, and I am very eager to hear their views on how we might strengthen our investment in vocational education.

I wish to thank Joseph Trombetta and the staff of the Hanley School for hosting this hearing and I am also very greatful for all the work done on the part of the Department of Education, most notably Frank Santoro, Irene Smith and Chris O'Neil, and for their help in putting this hearing together.

As we proceed with our work to rewrite the Perkins Act, there are several priorities to be reemphasized. First, we must recognize that vocational education is one of the keys to strengthening our role in the international marketplace. It is absolutely critical that our vocational programs are current, state-of-the-art programs, so that we remain on the cutting edge of the international competition in which we are engaged.

Second, we should look carefully at targeting the Federal dollar so that it reaches our poorest students. These students are our primary interest in other Federal education programs, such as Chapters and Pell Grants, and this should be a major concern in vocational education as well.

Third, we should vastly improve the relationship between secondary and postsecondary vocational education. Senator Cochran and I sought to do this in the Tech-Prep Act, and I hope we can weave this concept into the new legislation.

Fourth, we must place an even stronger emphasis on linking academic preparation and vocational education, particularly on learning to read and write and in essence, this requires mastering the basic skills which are so essential if our vocational education programs are to succeed.

Finally, we must never lose light sight of the fact that this program is vocational education and training. The mission of vocational education is to provide quality instruction with equal emphasis on education and on training. This twin emphasis ensures that students are outfitted with competencies and skills that will give them a broad range of options, whether they choose to go on to higher education or to embrace immediately the challenges of the work place. I would now turn to our ranking member and ask him if he has a statement.

Senator **Cochran**. Mr. Chairman, thank you very much. Let me thank you for convening hearings in Rhode Island and inviting our Subcommittee to be here today to learn from those who are involved in these programs on a daily basis, what their suggestions are concerning reauthorization of vocational education and any comments about the Tech-Prep Education Act. As the Chairman has stated, we introduced this bill. I have been pleased to join him as a co-sponsor, trying to focus attention on the need for an unified program that could be included in the Vocational Education Reauthorization bill in the Senate.

I have heard from vocational education experts in my State who hope that there can be more flexibility written into the reauthorization this year, and some improvements have been suggested in the House bill as well. H.R. 7, as you know, has passed the House. Some have said to me that the new Human Investment Council might be more of a bureaucratic burden to the process than we really need. Some others believe that the academically disadvantaged should be included in a distribution formula. Well, these are suggestions that I have heard, some of you may have other suggestions or thoughts that we need to take back to Washington with us as a result of this experience today, but rather than to drag this out, let me just thank the Chairman for inviting me to be here. I am delighted to be here to work with him on this important subject. I thank you all for joining us and contributing to our hearing.

Senator **Pell**. Thank you very much, Senator Cochran and I am glad to be joined this morning by Doris Dixon from the Department of Education, Susan Hattan of Senator Kassebaum's staff and Ann Cherry of Senator Cochran's staff.

We have with us our first witness representing the governor of our State, Nancy Rhodes, Policy Analyst for Education. I am glad to hear from you.

STATEMENT OF NANCY RHODES, POLICY ANALYST FOR EDUCATION, OFFICE OF THE GOVERNOR, REPRESENTING GOVERNOR EDWARD D. DiPRETE, PROVIDENCE, RI

Ms. **Rhodes**. Thank you, Mr. Chairman and Senator Cochran, I am pleased to have this opportunity to present the testimony of Governor DiPrete on the reauthorization of the Carl D. Perkins Vocational Educational Act.

The governor, as you may perhaps know, is now sitting behind about nine hundred bills since the General Assembly finally recessed last night after seven long months. We appreciate your listening to a cross-section of Rhode Islander's here today describing their views on what a Federal Vocational Technical Act should look like.

Rhode Island needs the continued sustained investment from Washington in vocational-technical education. It is often cited that States spend far more on vocational education than the Federal government. While this is true, it is critically important that the Federal dollars continue to leverage State resources in ways that meet national and State goals. We welcome and support the Federal government's targeted concern for students, young and old, who are disadvantaged or handicapped or who have limited English proficiency, as well as the special needs of many women in today's work force.

For these Federal goals to be met, it is imperative that there be a strong State role in your new vocational education act. I know that Mrs. Gaines of our State Board of Regents and Frank Santoro, Director of our Department of Education Vocational and Adult Education Division will be emphasizing in their testimony the importance of such a strong State leadership role, a role which I fully support.

An example of how strong State leadership can work in our State is our State Workforce 2000 Council. This Council, whose powers and duties have been expanded in a bill that has recently passed the Rhode Island House and Senate will establish statewide policies and guidelines for the coordination of all employment and training programs and employment related educational programs within our State. However, the bill explicitly states that "With respect to plans for employment and training programs sponsored than under the Federal Carl D. Perkins Vocational Education Act, the Federal Adult Education Act and any other employment related educational program administered by the Board of Governors for higher education or the Board of Regents or Elementary and Secondary Education, the Council and applicable board shall establish a process for the development and preparation of all such plans and the applicable board shall approve such plans subject to review and comment by the Council."

Hence we feel that the leadership that we want stressed, that you want the States to exercise is now in place in Rhode Island as our Workforce 2000 Council works hand in hand with our education system to coordinate and connect all initiatives in the areas of employment, training, and employment related education. The needs of our citizens in these areas are so important that we cannot afford piecemeal, uncoordinated and duplicated programs.

The wheel needs to roll, not to be reinvented. The stakes are too high, the international competition too intense, and the lives of our citizens too precious. With our efforts and reauthorizing the Perkins Act and approaches like Rhode Island Workforce 2000 Council with its direct link to elementary, secondary and higher education, we can together greatly improve vocational technical education in our State and the nation. Thank you very much.

Senator PELL. Thank you very much, Miss Rhodes. One brief question. Do you think sometimes the vocational education should be focused on the immediate employment needs instead of focusing on the long term needs, in other words to focus on the training immediately rather than the long term educational component?

Ms. RHODES. I think it needs to focus on both at the same time but the short term is very important, I think, right now.

Senator COCHRAN. Ms. Rhodes, we appreciate your being here to start off our hearing representing the governor as you have.

Ms. RHODES. Thank you, Senator Cochran.

Senator PELL. And now we come to our first panel, Dr. Frank Santoro, Director, Vocational and Adult Education; Mr. Gary Grove, president of Pilgrim Screw Company and chairman of the State Council on Vocational Education. Jo Eva Gaines, member of the Rhode Island Board of Regents and Director of Guidance, Middletown High School, and Mr. Edward J. Liston, president of the Community College of Rhode Island. I would be advised Dr. Santoro might start off and we can go down the way you are seated.

STATEMENT OF DR. M. FRANK SANTORO, DIRECTOR, VOCATIONAL AND ADULT EDUCATION, RHODE ISLAND DEPARTMENT OF ELEMENTARY AND SECONDARY EDUCATION, PROVIDENCE, RI

Dr. SANTORO. Chairman Pell, Senator Cochran, staff of Education and Arts Subcommittee, first of all, I would like to welcome you to Rhode Island and thank you for bringing this very, very important hearing to us and I commend you on the selection of the site for this hearing. It is a real honor for me to be a part of this and share my perspectives on the authorization of the Carl Perkins Vocational Education Act. My comments will focus on the significance of the reauthorization to the States delivery system.

Much has been said about America's ability to compete in the world economy. Most believe that we are probably losing that battle. I believe that vocational technical education is one of the really significant tools that American education has to begin to regain that competitive edge that we have determined they are losing. This reauthorization process can help us to make this tool a more effective tool.

My first focus is on a strong State leadership role. I believe that a strong leadership role will facilitate the development of high quality, state-of-the-art, vocational education programs. That role includes a number of elements. Curriculum development is critically important. If our vocational education system is going to be effective, we have to be have a very high quality curriculum. We have developed 27 competency curriculum based guides in Rhode Island over the last 10 years, very, very effective tools but it is an ongoing process. You never stop developing curriculum and we really need to have the ability, the flexibility to continue that process, hopefully encouraged through reauthorization. The key to a successful vocational education program from my perspective are the instructors. If the instructor is excellent, I think you will find an excellent program, and it is really a major concern for all of us that we develop the highest quality in instructors we can. Therefore, staff development is really critical.

We have launched many staff development initiatives, the latest of which is a summer institute, a three-day, very intensive institute that is very, very positive, 250 vocational educators. We have just completed that experience, we are pleased with it, to have had that. We need much, much more of that kind of experience.

Evaluation is another critical component. In Rhode Island, we are using something called the basic education program as our evaluation tool. It develops minimum standards that programs have to achieve. We think that that is good, we want to refine that. What we need to build into it are higher level standards that our programs can move toward.

And finally, in terms of the State role, I would like to mention the importance of developing the statewide priorities. We think that whether funds are allocated or whether they are competitive, that it is critically important that we have statewide priorities, that the funds are expended in relationship to some sort of a plan, a thoughtful plan that impacts the entire State and not locale by locality.

We have what we think is a really model process for developing priorities in Rhode Island. We have a committee that is very broad based, includes special population advocates, it includes business representatives, educators, may meet many, many times during the course of the year to talk about priorities. This year they commissioned a needs assessment study, jointly funded by Workforce 2000, State Council on Vocational Education, the Adult Education Department. I think that is significant that we got that kind of involvement and they came out with a number of very important priority areas. I will mention a few.

They are very high on the list of priorities; special populations, but their focus was not just on the set-aside or the allocated funds but they have woven the need to address special populations throughout that RFP package that we have developed. In addition, they came out strongly in support of area vocational technical, Senators, I think that is critical. We have a system of nine senators in Rhode Island, we think that they need to be supported, and promoted. We think that that ought to occur within the context of the authorization, also. And also the primaries committee built in flexibility to develop unique programs and they encouraged—one example, of a program is the Arts and Vocational Education effort that we launched a couple of years ago.

A second focus I would like to comment is the integration of vocational and academic education. Our vocational instructors have been highlighted the fact that students have academic shortcomings and that may be intensifying over the years at the same time the technology is becoming more challenging and more complex, and the result of that is that there is a real openness on the part of academic and vocational educators to coming together to try to deal with and address that issue.

We have a number of initiatives begun, Brandon Davis here at Hanley, there is a basic skills laboratory where students from vocational programs can go in and deal with software that reinforces academic skills within their own vocational content area. We think that these efforts are really significant, but they need to be expanded. They certainly need to be promoted and encouraged within the reauthorization bill.

Finally, I would like to comment on the partnership between business, education, labor. I think that that is critical in vocational education. I think it is not only necessary but also natural. I think the business community from my years of experience feel that vocational education is a real resource and view it that way. We have very well developed connections with associations in this State too numerous to mention. We have strong business connections with our programs, with our basic education program that I mentioned before. We have private sector evaluation teams that go along with our educators and evaluate programs. We have a very, very tight, very strong connection but it is never enough. Much more needs to be done. I think that whatever can be done in the reauthorization process to encourage partnerships is a real critical importance. It seems to me our future excellence really depends on our ability to meet students needs and we have to do that within the context of responding to the economic needs of Rhode Island's business community.

Thank you, very much, Senator Pell and Senator Cochran and anything that we can do to facilitate the process of reauthorization we certainly are available to do.

[The prepared statement of Dr. Santoro follows:]

PREPARED STATEMENT OF DR. SANTORO

Chairman Pell, Senator Cochran, staff of the subcommittee, I want to express my appreciation for providing me with the opportunity to offer my recommendations regarding the reauthorization of the Carl D. Perkins Vocational Education Act.

Until the 1980's the United States was a major creditor nation and the cornerstone of the world economy. America's technology and products were standards recognized and envied around the globe. The United States labor force, once considered well educated and aggressive, is now generally viewed here and abroad as undisciplined and poorly trained. Lee Iacocca recently stated that Chrysler would not build new auto plants in this country at least until such time as there is available a labor source better able to comprehend and perform complex technical tasks. This sentiment is echoing at all levels of our economy.

If the United States is to regain its leadership role, our country must undertake new investments in its human resources. Without a sustained labor development policy our nation could see its economic position become further eroded by the year 2000.

In no small way the reauthorization of the Carl D. Perkins Vocational Education Act presents the opportunity for the United States to begin to re-establish itself in world competition. Economic analysts have repeatedly pointed to a lack of confidence in America's durable goods as a major contributor to our trade deficit. Both on the domestic front and in the world marketplace, many American products are viewed as inferior. Inferiority, whether perceived or factual, is directly attributable to a poorly trained work force. The Perkins reauthorization can serve as a leading Federal initiative for helping to turn around this ever-alarming situation.

The reauthorization process must address the following three essential concepts to keep vocational-technical education in the forefront of maintaining our economic competitiveness:

State Leadership

To improve vocational-technical program planning, development, and implementation through highly visible State education agency leadership. Rhode Island has cultivated a productive working relationship with the State's area vocational-technical center network. The State agency must be adequately supported to continue to provide leadership in curriculum and staff development, program design, long term planning, evaluation, and serving as a catalyst in building support for vocational-technical education through public and private collaborative efforts.

To allow States to define program priorities and establish program funding strategies utilizing State level needs assessment data. Labor market needs vary from State to State. Programs and funding support must emanate from information gathered locally and aggregated at the State level. State agencies need to be provided with sufficient flexibility to establish and fund statewide programs.

To provide States with the flexibility to develop programs that directly respond to the unique vocational-technical training needs of the handicapped, disadvantaged, LEP, gifted, single parents, incarcerated and non-traditional students. Each State needs unrestricted opportunities to develop strategies to meet the needs of special populations. Creative solutions to the challenges presented by these special populations will result if States are allowed to customize their training approaches.

To establish vocational-technical education program performance standards and to regularly evaluate program progress against these standards. The ability of vocational-technical training to effectively respond to the complex changes in the workplace is based on establishing training expectations. By designing performance standards and regularly evaluating the progress programs are making in meeting or adapting to these standards, vocational-technical education can maintain a realistic pace with advances made in the workplace.

Integration of Vocational and Academic Preparation

To improve the integration of vocational-technical training with basic and advanced academic skills. Our future labor force must be better able to effectively communicate, analyze, and manipulate complex information in our technologically sophisticated workplace. Vocational-technical education must expand its mission by integrating comprehensive academic components to better prepare youth for both employment and advanced education.

To support are vocational-technical centers as the primary delivery system to maintain high quality academic and skill training programs. The area vocational-technical center network operating throughout this country has the sophisticated training capacity to respond to our nation's training requirements. Perkins support should be solely directed where these centers exist.

Business, Industry, Labor and Education Coordination

To improve program quality through active coordination with business, industry, and labor. Education can no longer be held totally accountable for preparing youth for the workplace. Coordinated partnerships between vocational-technical training programs and the community at large must be fostered and maintained.

Chairman Pell, Senator Cochran, the reauthorization of the Perkins Act presents an exciting and challenging opportunity to retool the American work force. I look forward to offering you my assistance in this rewarding endeavor.

Thank you.

Senator Pell. Thank you. I think we will go right through the panel. I will urge the panel members to remember we have three key witnesses, so I would hope that everybody confines themselves to five minutes or so which will give us an opportunity to ask questions. Mr. Grove.

STATEMENT OF GARY GROVE, PRESIDENT, PILGRIM SCREW COMPANY, CHAIRMAN, STATE COUNCIL ON VOCATIONAL EDUCATION, BARRINGTON, RI

Mr. Grove. Thank you. Good morning Senator Pell and Senator Cochran and staff, and ladies and gentlemen. When I got here this morning I got a list of people who were going to testify and I noticed that there is probably not too much business here. I am a businessman, a manufacturer, and I came here to testify on behalf of the Rhode Island State Council on Vocational Education and I am going to take the liberty of changing hats. You are going to hear from enough educators, I would like you to hear from a businessman.

I am in a business that 30 years ago was dominated by the United States. Fasteners are an important thing that keep the whole the world together and today 90 percent of that business is overseas. Now, I have been in the business for 27 of those 30 years, and I have been able to succeed and survive and so I know something about competition and I know something about employment. I started with 15 people, I have 80 people now in four states. Started at $300,000 a year, I am doing ten million dollars a year now. I am not saying this to pat myself on the back, I just want you to know where I am coming from.

I got involved in the State Council four years ago as a request from the Chamber of Commerce and when I got involved, I really got involved because I knew nothing about education but in particular nothing about vocational education. Today I think I know a lot about it and I have a lot of strong opinions about it, and I do not have to tell either of you gentlemen, because I know from what you have said and what you have written that you understand how important vocational education is to this country. We are at war. We spend literally trillions of dollars to protect ourselves from our enemies overseas. If you would like to go back to basics, drive around South Providence, New Haven and Bridgeport, and some back areas of New York City and look around and come back and tell me who the enemy is. The enemy is us, as Paul Kelly said. It is ignorance, it is poverty and it is all because of the lack of good education in this country.

I look at the kids coming out of school because I do hire people, I do interview people and they have no skills, they have no ability, and they cannot read or write, and I cannot really point the finger at education entirely, because it is a national problem. Everybody has to stand accountable for what is going on from the president right down to the kindergarten teacher. I feel that we need some sort of a marshal plan in this country for education.

The Carl Perkins Act is a very good act, I have worked with it for four years. It works, the only problem is it is not big enough. It is a band-aid. I look at education like medicine. In this country we spend billions of dollars to heal ourselves but very little to prevent it from happening. Vocational education to me is the answer that treats the disease. We spend a lot of money on training, training is good, but training only treats the symptoms.

As you deliberate over this reauthorization, I realize that you have to convince 533 other gentlemen of the importance but speaking as a member of the Council, speaking as the American citizen in particular, as the manufacturer, I can tell you, it is very, very important to work and it has to begin now, thank you.

[The prepared statement of Mr. Grove follows:]

PREPARED STATEMENT OF MR. GROVE

Good morning Senator Pell and Senator Cochran and members of your staff. My name is Gary Grove. I am the President of Pilgrim Screw Corporation, and Chairman of the Rhode Island State Council on Vocational Education. I am pleased to testify today on behalf of the State Council and all who would benefit from vocational-technical education.

The national concerns about competitiveness, demographics, coordination, the handicapped and disadvantaged, and shrinking vocational-technical programs are major national issues in vocational education. Add to this list the concern over school dropouts, workplace literacy, private sector involvement, the integration of academic education into vocational-technical education, the competency of entry level workers,and the reluctance of the Federal, State, and local governments to adequately fund vocational-technical education, and one sees a problem of great magnitude that needs our immediate attention.

For the past four years, State Councils on Vocational Education have played a vital role in working to solve many problems that impact our society; and, in meeting the mandates of the Carl D. Perkins Act, have been effective catalysts of change in the delivery of vocational-technical education.

The Rhode Island State Council on Vocational Education has been very active and successful. Among some of the most notable successes of the past four years have been:

(1) The State Council was the initiator and co-sponsor of a statewide study of vocational education which has guided reform in vocational-technical education in Rhode Island for the past four years;

(2) the State Council submitted and worked for two years to secure passage of legislation that provides for a State policy on vocational-technical education;

(3) the State Council insisted on having an active role in the development of the State Plan for vocational-technical education, thus providing substantive and meaningful private sector input into the State Plan;

(4) prior to the development of the 1990 State Plan, the State Council cosponsored, in cooperation with Workforce 2000, the Department of Education and the Adult Education Commission, a statewide assessment of funding needs, and participated on the Commissioner's Committee on Funding Priorities, resulting in a State Plan that matches funding with local program needs;

(5) the State Council has provided considerable input and direction in rewriting the Board of Regents' regulations for vocational education, thus making vocational-technical education a priority item on the agenda of the Board of Regents, and

(6) for the past two years the State Council has brought together the Technology Teachers of Rhode Island for the purpose of assisting them in bringing the needs of technology education to the attention of policy makers. We collaborated with secondary teachers and technology educators on the faculty of Rhode Island College. Members of the Council, the Department of Education, and the Technology Educators made a site visit to the Shenandoah Jr.-Sr. High School in Clifton Park, NY to see the technology education curriculum that was put in place by the New York Board of Regents. Because of the initiatives on the part of the State Council, reform in technology education is now on track.

State Councils are important. They should be maintained and strengthened if we are to assure quality vocational-technical programs for all who want them. State Councils should be the mechanism to:

(1) Assure that appropriate planning has taken place in the education and the training sectors;

(2) assure that coordination occurs within the education sector, within the training sector, and further, coordination *between* the two sectors;

(3) assure that the appropriate clients, including targeted populations, are receiving the services that Congress intends that they receive, and

(4) assure that there is greater private sector involvement, including input for determining the job entry skills to be taught.

We have members of the State Council who were on the earlier, larger Council. They can testify that the current State Council, with its smaller membership, is more effective. There has been greater participation and productivity since 1985. This State Council is effective. We understand vocational-technical education, and know what needs to be done to improve it. Our State Council feels that the concept of the Human Investment Council, or Super Council, as proposed in H.R. 7, would be a grave error. Vocational-technical education would not be enhanced in any way by the Super Council. There would be reduced private sector involvement, and little or no monitoring of vocational-technical programs. Most of all, there would be no single body that would be responsible for recommending POLICY change. Vocational-technical education would be swallowed up by a Human Investment Council that will be primarily concerned with the coordination and delivery of short-term training services. Vocational-technical education is concerned with long-term education and skill training of a totally different and unique constituency.

We suggest that there be two Councils; one to monitor and evaluate the planning for and delivery of vocational and adult education, and the other to be responsible for training, retraining, and upgrading to the unemployed or those in need of new or additional training. These two Councils in turn should be required to sign an agreement that appropriate planning, monitoring and evaluation has taken place in both the education and training sectors, and that there be coordination among programs. In this way, each can do their job effectively, and the Congress will get what it expects: good vocational-technical education, good training, and coordination.

Many people in Rhode Island have benefited from the work of the Council. We have not been afraid to criticize, nor hesitant to praise, those who provide vocational-technical education and employment training. We have fulfilled our mandates in a quiet, yet effective manner. State Councils are in a dilemma, in a way. Our work does not result in commendations for us, but for the delivery system which we oversee and evaluate. We ask that you retain State Councils in S. 1109. This is the only way to guarantee meaningful private sector involvement in education and training.

Time restraints preclude us from discussing the issues of image, funding, 2-plus-2, Articulation, and Professional Development. It is the Council's feeling that these issues must and should be addressed in any comprehensive legislation. We stand ready and willing to assist the Subcommittee in any way we can regarding these and any other issues.

Senator **Pell**. Thank you. I particularly appreciate your testimony and the hat you chose to wear in giving it.

Mrs. Gaines, an old friend and neighbor.

STATEMENT OF MRS. JO EVA GAINES, MEMBER, RHODE ISLAND BOARD REGENTS FOR ELEMENTARY AND SECONDARY EDUCATION, DIRECTOR OF GUIDANCE, MIDDLETOWN HIGH SCHOOL, MIDDLETOWN, RI

Mrs. **Gaines**. Good morning, Senator Pell and Senator Cochran. As a member of the Rhode Island Board of Education and a member of the National Association of State Boards of Education (NASBE). I am very pleased to have the opportunity this morning to comment on the important issues relating to the Carl D. Perkins Vocational Education Act reauthorization on behalf of NASBE and the more than 600 State board members it represents. We view the Perkins reauthorization as one of the most critical education issues facing the 101st Congress because of the importance of vocational education to education reform and to educational aspirations of the economically disadvantaged and other "at risk" populations.

Before commencing with my remarks, I would like to take this opportunity to applaud your long-standing commitment, Senator Pell, to ensure that the diverse educational needs of young people in Rhode Island and across this country are being met. Moreover, I know you will exert your leadership as chairman of the Senate Subcommittee on Education, Arts and Humanities to promote the educational needs and interests of the so-called "forgotten half" by enhancing access to and the quality of our nation's vocational education system.

As members of the subcommittee begin to review the myriad of issues regarding reauthorization, we at NASBE urge you to focus your attention on three overarching issues as they relate to the Perkins Act: (1) flexibility, (2) State and local accountability, and (3) program improvement and quality.

I. Flexibiliy

In its current form, the Perkins Act accords States inadequate flexibility in their use of Perkins funds to address the needs of special populations. Specifically, the fixed funding percentages for special populations under Part A of the Act are overly prescriptive and generally ineffective as a mechanism through which to assist States in meeting the unique mix of special needs within their jurisdiction. Of even greater concern, is the fact that Perkins funding for vocational education programs aimed at serving disadvantaged and handicapped students is often bypassed by less wealthy school districts due to burdensome excess cost and matching requirements. The troubling result is that the needs of those students who could most benefit from these programs are often left unmet.

NASBE strongly supports the goal of the current Perkins Act to encourage broader opportunities for special educations. Further, we support placing a particular emphasis on serving the economically disadvantaged. However, we believe that the current special population set-asides and the excess cost and matching requirements impede the ability of States and localities to establish activities responsive to specific State and local needs.

Therefore, to ensure equity and access to programs funded under the Perkins Act, we recommend that 57 percent of the funds allotted for Title II, basic State grants, continue to be made available to States to upgrade and expand vocational education services to assure that special populations identified in Part A of the Act have access to effective programs.

However, to provide States with the flexibility they need to address their unique needs, we recommend that within State allocation of the basic grant be flexible, based on the number of each special population within a State. The number and needs of a particular special population would be identified in the needs assessment each State would be required to perform

In addition, we recommend that a limited waiver provision be incorporated into the Perkins Act, whereby the Secretary of Education would be authorized to waive partially or completely the excess cost or local matching requirement. Before the Secretary could waive these requirements, however, we suggest that a State be required to show that:

1. The local activity meet a documented high need within the handicapped/disadvantaged population, and;
2. The local activity has established a "successful" record of high school graduation/entry into college or the military/or job placement, and
3. The State already has undertaken serious and good faith steps through its own efforts to meet the unmet need.

II. State and Local Accountability

Although flexibility is essential for the effective implementation of vocational education programs under Perkins, we believe that accountability measures must be incorporated into the Perkins Act to keep State and local entities accountable for program quality and student achievement.

To promote accountability at the national level, NASBE recommends that the Perkins Act provide for a national data system that would measure the outcomes of student participation in vocational education programs in terms of academic achievement and employment. Such a system should include a first-year follow-through study.

At the State level, we recommend that States be required to hold local programs accountable for program quality and student achievement. Specifically, we recommend that funding be made available to States for the establishment of objective criteria and minimum standards to assess the quality of vocational education programs and the needs of special populations. States should also be required to establish such standards and to set measurable goals in the State plan for meeting program quality and identified needs. Program accountability should be linked to these criteria and standards.

With respect to program quality, in particular, NASBE recommends that the objective criteria include the integration of academic and vocational curricula and the availability of a coherent sequence of courses leading to a job skill.

NASBE is also concerned about the lack of accountability measures in the Perkins Act relating to the activities of State advisory councils on vocational education. Although the advisory council in Rhode Island has assumed a cooperative and productive role in assisting the State board in the implementation of Perkins programs in our State, this, unfortunately, is not the situation in many States. For example, the findings of a recent NASBE state-by-state survey of State board members indicate a pervasive feeling among State board members in many States that State advisory councils are not meeting their mandated responsibilities under the Perkins Act. We at NASBE are persuaded that the current situation is a result of the fact that State advisory councils are relatively unaccountable tot he Governor, the State board or to the public for their activities. Indeed, the Act explicitly provides that the council be completely independent, both programmatically and administratively, from the control of any other entity. Moreover, State councils are permitted to set up their own organizational rules, the only requirement being that they hold not less than one public meeting each year. We at NASBE urge the subcommittee to review the situation in those States where the State advisory councils appear not to be meeting their responsibilities and to consider accountability measures with respect to their activities.

III. Program Improvement and Quality

To be sure, flexibility and accountability are not in themselves sufficient to achieve quality programs. Therefore, NASBE urges that sufficient funds under the Perkins Act be directed toward program improvement and enhancing program quality.

A. *Use Part A funds for program improvement for special populations*

We recommend that States be allowed to direct Part A basic State grant monies to program improvement activities so that special populations are assured access to programs of high quality.

B. *Use Part B funds to improve all programs*

We recommend that 43 percent of the funds allotted for Title II, basic State grants, be used to enhance the quality of the vocational education system and to respond to local unmet needs. In particular, these funds should be used to improve the vocational education system through staff and curriculum development; linking vocational education to other Federal programs; and to develop performance standards for evaluating program effectivness and assuring accountability. We believe that improving the quality of vocational education programs is essential if vocational education is to be perceived by parents and students as a viable alternative to postsecondary education.

C. *Articulation*

Articulation efforts among various vocational institutions should be encouraged by requiring local application for assistance to describe efforts to encourage articulation programs among educational institutions in the local area, including the development of technical preparatory/associate degree programs for occupational education programs begun in the junior year of high school and completed in the community, technical or junior college.

In particular, NASBE endorses your bill, Senator Pell, S. 439, "The Tech-Prep Education Act" and urges its incorporation into the Perkins Act. S. 439 would establish a program of grants to a consortia of local educational agencies and community colleges for purposes of providing tech-prep education. However, to assure effective coordination between Tech-Prep and basic State grant funds to secondary schools and community colleges, we urge that this program be administered through the sole State agency current administration the State basic grant.

D. *Integrate academic skills*

As another way to promote program quality, NASBE urges the subcommittee to ensure the integration of academic basic skills into vocational education programs. As a first step toward this end, we recommend that the existing definition of "vocational education" in the Perkins Act be broadened and modified to emphasize academic skills. Specifically, NASBE urges the subcommittee to adopt a definition of vocational education which contemplates vocational education as organized educational programs that are directly related to the preparation of individuals for employment and which emphasizes academic basic skills, such as reading, writing, computing and comprehension.

E. *Career guidance and vocational counseling*

We at NASBE view career guidance and vocational counseling as a key component in quality vocational education programs. Thus, we recommend that the subcommittee ensure occupational and career awareness, especially for at-risk students, through provision of quality career guidance and vocational counseling under the Perkins Act. To ensure quality career guidance and vocational counseling, we believe it is essential to provide as well for the professional preparation for such counselors. With these concerns in mind, NASBE endorses substantial increase in the authorization level for comprehensive career guidance and counseling programs, from $1 million dollars to $30 million dollars per year.

The need to strengthen our Nation's vocational education programs is clear. The task before Congress must be to reshape this vital program so that it becomes a viable alternative for all our students who are preparing for productive employment. We at NASBE look forward to assisting you in this task.

Senator PELL. Thank you Mrs. Gaines.

President Liston.

STATEMENT OF EDWARD J. LISTON, PRESIDENT, COMMUNITY COLLEGE OF RHODE ISLAND, WARWICK, RI

Mr. LISTON. Good morning.

Senator PELL. I would welcome the president of the Community College of Rhode Island, who we all know and respect.

Mr. LISTON. I was going to say we all know in Rhode Island that it is the largest and best community college in this State, but it is also the only community college like Mississippi.

Senator PELL. That is like my jogging, I came in second with two people in the race.

Mr. LISTON. You finished anyway. Incidently, we do have a T-shirt for you for your next race which depicts the cooperation between the secondary schools and the community college in this State, so it is a 2-plus-2 T-shirt and we will have one for you, Senator Cochran, take your size and send it to you, postage paid.

Well, I certainly agree with many of the comments that have been made by my colleagues here and in fact, they have stolen some of my thunder but there are certain points that I would like to make on behalf of the community college both here in Rhode Island and also the national AACGC, community college network. One, I would urge that in the reauthorization deliberations that you seriously consider attempts to reduce bureaucracy in the delivery of occupational technical funds and also to find more ways to stimulate incentives to institutions, whether they be a secondary level or the postsecondary level to do the work that needs to be done. Two, I would like to see and those of two year colleges would like to see more emphasis on adult programs, more programs for adults being funded, because there has been a measurable shift in our economy over the last 30 years that has been mentioned before in the needs of business and industry and it seems to all of us that a lot of this has shifted to the need to train adults and to education of adults of course and also newly arrived immigrants who are adults and those persons who have left high school who are adults also, and as my children keep reminding me now that they have left high school. So I think there needs to be a consideration of reordering the distribution of funds in the Perkins Act to better reflect the needs of adults in the present day economy.

We need to encourage the promotion of more partnerships between the secondary schools and the two-year technical and community colleges as Mrs. Gaines has referred to, and this of course is highlighted by the 2-plus-2 or Tech-Prep program that you have certainly recognized in your efforts, Senator. We think that we have in Rhode Island a model program. In the 2-plus-2 Tech-Prep and we are willing to serve as a demonstration site or demonstration State in that regard.

I do not really have to tell many people in this audience what Tech-Prep is all about, but it does not replace or displace vocational education as an option for youngsters in school, as vocational education is alive and well, as is the college bound program in the secondary schools. The program that is alien is the general education program and the alarming thing is that more and more youngsters are choosing to take general education as opposed to college transfer or as opposed to vocational education, so what Tech-Prep does is it offers a fourth option to the student. It does not displace anything. We hope that option eats into the pool of education students and over time, I would love to see that category eliminated.

What Tech-Prep does is it puts together the last two years in high school, or the first two years at the community college, as you know, but it builds a strong foundation in communication skills and computational skills at the secondary levels so that students are prepared to take the technical programs at the community college level and then become master technicians and as Mr. Grove mentioned before, the international competition.

I was reading in a journal yesterday that at the close of World War 2, that the United States produced 75 percent of all the manufactured goods in the world. Now, we know that the world was in tough shape at the close of World War II, that is now 22 percent that the United States produces and that is all good and bad. We are happy that the rest of the world is on its feet and can help in the production of the world goods and services but we have six percent of the earth's population, we are producing 22 percent of the world's goods, but in order to maintain that percentage, we are going to have to have a highly qualified and well educated and trained workforce.

And so the 2-plus-2 I think is very, very important to us. We have 10 schools in Rhode Island now that are up and running, working with the community college; 2-plus-2 program is a working model and we have another six or seven that are coming on line so in this State, where we have about 40 school districts, we have penetrated, we are moving toward 20 schools that would be forming partnerships with the community college. The need here is to train the high school teachers in the use of the equipment to teach the new courses such as principles of technology, and also to provide that equipment to the schools. There are several schools now that are interested in forming this partnership. They do not have the money for the equipment. The Community College working with the high school provides a training program for the instructors, so we need money for staff development and we need money for equipment and curriculum revision, because this overtime involving the 2-plus-2 expands from the technical programs to the allied health programs, to the business programs, based on strong foundation and secondary schools building on that in the community college.

I might add, I know my time is almost up, we envision this as 2-plus-2-plus-2. Student focuses, stays in school, finishes high school, goes to the community college, finishes the community college, goes to a four year college, finishes with a baccalaureate degree, so it is not closed in at any point in time, and finally, I would like to also endorse Mrs. Gaines' comments that that there should be more flexibility, either a reduction or a more flexible approach to the set-asides and I think that the States can be held accountable for administering educational and training funds and doing the job with special populations without having the rigidity that is present in the law as it now stands. So thank you.

[The prepared statement of Mr. Liston follows:]

PREPARED STATEMENT OF MR. LISTON

The issue before us today—the reauthorization of the Carl D. Perkins Vocational Education Act—is of vital importance to the future of this nation.

In an increasingly competitive, global economy, our ability to provide the American workforce with the basic skills and technical training required for the jobs of tomorrow will determine our economic strength as a nation.

The Labor Department's recent study, *Workforce 2000*, indicates that, for the remainder of this century, the majority of jobs to be added to the economy will, for the first time in history, require training beyond the high school level.

By the mid-1990's it is predicted that 75 percent of all jobs will require post-secondary education.

To remain competitive as a nation, our people must be trained to fill increasingly complex, technical positions. And adults entering the labor market for the first time, including immigrants and displaced homemakers, need better skills than ever before.

For this reason, many of the education and training programs aimed at helping individuals develop marketable skills are geared today toward adult learners.

These programs are likely to be found at community colleges.

The majority of the nearly ten million Americans enrolled in community, technical and junior colleges are enrolled in courses that will enhance their career skills. Of the more than five million taking courses for credit, more than 60 percent are taking technical courses and the vast majority of non-credit community college enrollments are in career courses and programs.

A significant percentage of these students are adults.

Vocational-technical education is increasingly becoming adult education.

Unfortunately, Federal funding for vocational education, through the Carl Perkins Act, does not reflect what is happening in vocational-technical education today. While the need for postsecondary technical training has grown dramatically, the dollars are, for the most part, still channeled to the secondary level.

The Perkins reauthorization should reflect the reality that vocational-technical education is no longer primarily a high school program.

At the same time, the high school students of today who will fill the technical jobs of tomorrow cannot be ignored.

In 1984, Dale Parnell, President of the American Association of Community and Junior Colleges, urged high schools and community colleges to form partnerships to provide students with the basic skills and technical training needed to compete in the rapidly changing workplace.

In his book, *The Neglected Majority*, he proposed the establishment of four year tech-prep/associate degree programs to begin in the junior year of high school and lead to an associate degree.

The tech-prep/associate degree program, also known as 2-plus-2, was designed to provide a meaningful option for high school students who would otherwise drift through the general education curriculum or drop out.

Today, one in four high school students drop out before graduation. And those who graduate after four years of general education frequently are not prepared for either college or work.

Tech-prep can provide these students with a focused, goal-oriented education.

Since the publication of *The Neglected Majority*, community colleges across the country have embraced the concept of tech-prep education.

The Community College of Rhode Island has established 2-plus-2 programs with 10 secondary schools in the State. There are currently more than 250 students participating in 2-plus-2 tech-prep programs in Rhode Island, and this number is expected to increase substantially next year as the program continues to gain momentum, student interest increases and additional high schools form partnerships with the Community College.

The 2-plus-2 program at CCRI is targeted toward at-risk high school students. It provides them with a four year goal-oriented program that is occupationally related, and an applied curriculum at the secondary level that relates learning to everyday experiences. The specially designed high school courses provide a foundation of basic academic proficiency so that students will be better prepared to pursue and successfully complete studies in a technical field at the postsecondary level.

In addition to the alternative course of study, 2-plus-2 students at CCRI are provided with support services throughout their four years of participation in the program and offered a number of opportunities to participate in career and educational development activities at the College. The program has been well received by both the students and the participating high schools.

The CCRI Tech-Prep Program, which could serve as a model for other community colleges is the type of innovative program that will be made available to high school students across the country if tech-prep funding is included in the Carl Perkins reauthorization.

You, as lawmakers, have an opportunity to provide the resources required to give this country the tools it needs to build a strong productive economy.

You have an opportunity to develop a more effective, more comprehensive, more coordinated human resource policy for this Nation.

The Carl D. Perkins Applied Technology Act passed by the House, which includes an appropriation and funding mechanism for tech-prep education, provides flexibility and requires coordination of effort, accomplishes this goal.

Community colleges, which are in the best position to provide the required technical training, support this approach to funding vocational technical programs.

We believe a distinction must be made between vocational education at the high school level and technical education, which can be defined as specified career education requiring some training at the postsecondary associate degree level.

We believe that we all need to work together to build a world class workforce. High schools, colleges, employers and other agencies providing training and placement programs, such as those funded through the Job Training Partnership Act, must form partnerships. Duplication must be avoided and funding targeted to the areas of greatest need.

With global competition as severe as it is, Federal investment in job training and human resource development must be better coordinated and used to produce program improvement and encourage articulation.

If the Carl Perkins reauthorization gives us the tools, we can work together to meet the challenges we face in preparing workers for the labor market of tomorrow.

This means in addition to educating our young people we must provide technical training and retraining for adult workers. Many people who are in the workforce today need to upgrade their skills in order to continue to be productive members of society.

Senator PELL. Thank you very much indeed. Without objection, I would insert in the record the Department of Labor's estimates the 20 fastest growing occupations which I think should form a part of the material in this hearing.

[The chart of U.S. Department of Labor follows:]

Figure 1

Twenty Fastest Growing Occupations, 1982–95

Occupation	Percent growth in employment
Computer service technicians	96.8
Legal assistants	94.3
Computer systems analysts	85.3
Computer programmers	76.9
Computer operators	75.8
Office machine repairers	71.7
Physical therapy assistants	67.8
Electrical engineers	65.3
Civil engineering technicians	63.9
Peripheral EDP equipment operators	63.5
Insurance clerks, medical	62.2
Electrical and electronic technicians	60.7
Occupational therapists	59.8
Surveyor helpers	58.6
Credit clerks, banking and insurance	54.1
Physical therapists	53.6
Employment interviewers	52.5
Mechanical engineers	52.1
Mechanical engineering technicians	51.6
Compression and injection mold machine operators, plastics	50.3

Source: *U.S. Department of Labor, "Employment Projections for 1995," Bureau of Labor Statistics, U.S. Government Printing Office, March 1984.*

Senator PELL. I had one question I would like to address the panel, that is a G.A.O., General Accounting Office report states that some States are spending more on vocational education per pupil in richer school districts than they are spending in the poorer ones. I think it would seem to me we should be spending more Federal vocational education dollars in the poorer school districts than richer ones and I was curious what the reaction of each of you might be to that statistic and whether that would be true in Rhode Island, i.e. whether we spend more vocational education in the well off schools, Barrington, for example, than we would in the poorer districts. Mr. Santoro.

Dr. SANTORO. Well, certainly I think that is a concern. I will go back to the priorities committee that I mentioned. That committee I think is very sensitive to how the funds flow and my sense Barrington, for example, receives very little, if any, from the State. Providence, on the other hand, receives a great deal of money from the State, a lot of support. I think perhaps more targeting could occur and should occur, but I do not think that there is a great disparity here, and I would disagree with that report.

Senator PELL. The report did not examine Rhode Island, but they found this to be the case, what would be your thought on that?

Mr. GROVE. I think you have got to realize we are talking about a small amount of money and we are talking eight or nine percent at the most. Look at the way education is funded in this country, funded by the local property tax in most cases. In Rhode Island we have eight area centers which are really funded by the local people. The amount of money that comes into the State under the Carl D. Perkins Act is distributed through the people and those centers that come up with the best ideas and the best programs are the ones that get the best money and it may appear that it might be the richer ones that are doing it, but actually, it is the ones who are doing the most work and the other States that you mention, I looked at that information, California in particular, they pointed to the fact that so much money went to San Marino or someplace and no money went to Oakland, and it was because the juggling the figures, that is something you can address I think in the legislation as to who are going to be the targeting students, if you want to include the academic or disadvantaged as well as the economically disadvantaged.

Mrs. GAINES. I do not find that to be the case in Rhode Island. Our moneys are distributed by formula and those communities with the most need do receive the most funding.

Senator PELL. Thank you. President Liston.

Mr. LISTON. I do not think that I have perceived that to be a problem in our State. The highest cost per student is New Shoreham, and we might be somewhat unique, three people in New Shoreham that go to school and get vocational funds.

Senator PELL. I would turn around to Senator Cochran.

Senator COCHRAN. Mr. Chairman, I just have a couple of questions. Doctor Santoro mentioned State agencies need to be provided with flexibility to establish and fund statewide programs. Are there any specific changes that you would recommend in the existing Vocational Education Act that would help achieve greater flexibility for statewide programs?

Dr. **Santoro**. Well, I think we have a good deal of flexibility in the current program with 43 percent of the money in the program improvements funds and 20 percent that can be expanded at the State level. I guess one of my concerns is some of the discussions surrounding H.R. 7 where there is a severe cut in that 20 percent. This would not allow us to do some of the things that we have been doing which are so critical I really think. I do not want to talk about H.R. 7 but within that kind of structure, it would seem to me that some of our public awareness efforts, our curriculum efforts, our in-service training efforts just would not be possible. We would have to decentralize them completely, and I think if we did that, it would take on totally different flavor.

Senator **Cochran**. Mr. Grove, I know you mentioned the State Council and your working with them and that process. It is interesting to me that in your testimony you mention that there ought to be two councils, one to monitor and evaluate vocational adult education. The other would be responsible for training and the unemployed or those in need of training.

Mr. **Grove**. At present, in my mind, I think that education and training is not one word. In education and vocational education, the training is very important because there is one word, but there is also the training that is done through J.T.P.A. and others, certainly the J.T.P.A. Council as well, and many see that we are serving two very distinct purposes, that the needs are very much different and I look at H.R. 7 and gobbling up vocational education because it will incorporate it into one big training organization and then vocational education already, already vocational education is in trouble across the country because of lack of funding and declining enrollments and you look at them with training people and you can say good by.

Senator **Cochran**. Miss Gaines, I notice your comments about the State's needing to establish standards and goals. There has always been a push whenever we are dealing with Federal legislation for there to be Federal standards and Federal goals established in the legislation. I frankly agree that you are on the right track, that it needs to be given more responsibility because they understand what the situation, problems, and challenges are at the local level better than the people in Washington, is that what you are saying?

Mrs. **Gaines**. Exactly. I think since we are closer to the problems, we should be closer to the solutions. We just need the money to get there.

Senator **Cochran**. Mr. Liston pointed out that the duplication needs to be avoided in funding and funding targeted to areas of greatest need. I wonder if this could include, too, the sharing of resources and equipment among academic and vocational programs, I heard from some administrators that they may be able to have, through vocational educational programs, certain equipment at the training site, at the community college, but that this cannot be used except for doing certain kinds of training under the jurisdiction of the programs at that college. They cannot be used in other disciplines. Do you have that problem here or if not, how you avoided it?

Mr. **Liston**. Well, I think that that is an old problem that we seem to have dealt with here. I have been here years now. We dealt with that about eight years ago. In some ways we used to have special courses in electronics, for instance, for the electronics people and for the computer science people, had separate courses and they had separate equipment. We had the same situation with word processing and computerization, so we made most of that generic so that we put all of these together and they serve the entire college, whether it be technical or liberal arts and there was some dissension in that process, as you can well imagine, because empires were discarded and that sort of thing, so I think it is largely an administrative problem to deal with. It takes a little bit of courage and enlightenment on the part of our staff.

Senator **Cochran**. This is not a Federal requirement from Federal statutory law that they had to be, it is just used for certain purposes.

Mr. **Liston**. Well, there is some of that, I would suppose in personal earmarking of equipment for some programs. I would imagine that would be the case in terms of what we have identified as the needs for technical equipment and the principles of technology program in the 2-plus-2 program under the Vocational Education Act as it is now written. However, that is not a problem because that equipment is generally not needed or called for in other areas and it is used extensively in that program. I would like to say that I am very supportive for the most part of the provisions of H.R. 7 and I consider that to be a radical change that the Carl Perkins Act needs in order to effectively do the job. There are some things that I am perhaps less excited about than others, but generally speaking I think the direction is a really good one. I think that it is time in the reauthorization process to recognize that the world has changed and that this economy has changed and the future is not going to be like the past and that the Carl Perkins Act needs major restructuring in order to meet the needs of the future.

Senator **Cochran**. Thank you, Mr. Liston.

Senator **Pell**. Thank you very much indeed for being with us and we now turn to the second panel, Joseph Trombetta, director of the Hanley Vocational Technical Center. Mr. Press, president N.E.A. and Ed McElroy, president of the Rhode Island AFL-CIO and president of the Federation of Teachers in Rhode Island and Mr. Thomas Sweeney, president of Rhode Island School Superintendents. I recognize that Mr. McElroy has another commitment and I will ask him to start.

STATEMENT OF ED McELROY, PRESIDENT RHODE ISLAND AFL-CIO, PRESIDENT, RHODE ISLAND FEDERATION OF TEACHERS, PROVIDENCE, RI

Mr. **McElroy**. I am Ed McElroy. Thank you very much, Senator Pell, and I appreciate the courtesy. I apologize, I thought I was on at 9:30, and I am not, and I apologize for any inconvenience. Senator Cochran, I want to welcome you to the greatest little State in the union and I know that you will say that it is, when you walk around and visit our fine State. I want to thank both of you initially, you Senator Pell for the years of service that you have given to the children of this country, in fact by your leadership and improving the Federal role in education and I think that is a very important attribute.

Senator PELL. Thank you, sir.

Mr. MCELROY. I think it is important because the Federal role really leverages improvements and innovations in education and in fact these programs have served to do that; they focus attention and help us to provide certain populations with special needs and I think that is important. They address problems that are national in scope rather than regional or State in scope and that is important for national policy not only for education but obviously for our economy on the national defense. These programs help underwrite research and data collection. Unfortunately we do not do anywhere near enough of that in any of our programs and I would hope attention is paid to that and obviously all of the things that this committee has done and you, Senator Pell, have promoted the effectiveness of our national education program. You have a written statement from me and I am not going to belabor it. I agree with everything that was said by the panelists that preceded me.

I am going to focus my attention on one aspect of a study that results from the work of the American Federation of Teachers standing committee on vocational education. This study stretched out over a two year period and dealt with and focused attention on those people who are involved in vocational education and it seems that of all of the problems that were presented back to these deliberative bodies, the most important one identified by our people in vocational education was what we could term a fragmentation of effort, and it seems that that fragmentation causes many areas of the Vocational Education Act of coordination in many areas. I am going to deal with four of those areas and ask you to help us with that, as you begin to formulate this reauthorization.

We have provided to the committee and to the staff under separate cover an A.F.T. paper entitled "Articulation Teams: A Proposal to Promote Innovation in Vocational Education." In this paper we discuss the need for articulation in four distinct areas. The first is the relationship between academic and vocational programs. I was interested in some of the discussion earlier. I am familiar with the study that was done by the Motorola Corporation and said that 20 percent of its applicants for jobs were not able to deal with effectively a seventh grade English comprehension test, nor a fifth grade math ability test. Now, that says to us that there is a significant need for a greater articulation between the academic areas of education and the vocational areas. Drawing the strengths of each and not leaving certainly the students who are involved in vocational education out of the vigorous academic program. Unfortunately, much of vocational education has been left out or has not been considered a full participant in the educational reform movement and I would hope in your reauthorization of this law, that and this bill, this Act, that you would give some attention to that.

The second area of articulation we think is important is the coordination among the elementary, secondary and postsecondary levels of education. We endorse the concept of the so-called 2-plus-2 program which coordinates and tries to eliminate many overlapping between the last few years of secondary school and the first couple of years of postsecondary training, especially in the community college level. We think that when students venture into those areas, that are already covered by established union and employee apprenticeship programs, they should be coordinated with apprenticeship programs and not attempt to supplant them as happens in a number of areas.

The third area is the relationship of vocational education to labor business and other training programs. The governor's office adequately spoke to that issue. I am involved also with the Workforce 2000 program here in Rhode Island, and we are attempting and trying to make great strides in our attempts to encourage articulation amongst those area's levels who are involved in job training and coordinating those activities between labor, business and education and other training.

And the fourth area is the articulation with services for students with special needs. I know that is a great emphasis that you have made in the previous Federal legislation. It seems to me in order for those to be effective there has to be a very careful match between the needs of the populations of students and the types of vocational education programs and I hope that attention is paid to that as well. We initially made our proposals at the national level concerning this reauthorization, we recommended a 15 percent of the Part B program for improvement funds under the Perkins Act be reserved for locally developed projects to improve articulation. Since then the concept of set-asides has come under some fire, significant fire, and I want to clarify our position and we are not married to it, or wedded to the concept that it has to be a set-aside, we simply believe that a significant portion of the Federal effort should be devoted to the articulation on the vocational education programs and if this is done through pressure and asking people to participate in those programs at this level, with those kind of articulation levels, then I think that is the way to do it. It does not necessarily have to be a set-aside. Again, thank you for the opportunity to appear. Thank you for your work on behalf of education, on behalf of children all across the country and it was good to see you.

[The prepared statement of Mr. McElroy follows:]

PREPARED STATEMENT OF MR. MCELROY

Mr. Chairman and members of the committee, on behalf of the Rhode Island Federation of Teachers and the American Federation of Teachers, I want to thank you for this opportunity to state our views on the reauthorization of the Federal vocational education program. I also want to express our appreciation for the committee's continued leadership in protecting and improving the Federal role in education. We believe this role is an important one, particularly as it leverages improvements and innovations in education, provides services to populations with special needs, addresses problems that are national in scope, underwrites research and data collection, and, in general, promotes the effectiveness of the national educational system.

During the last decade, education has received a lot of scrutiny and criticism. Much of this has been valuable and will undoubtedly help educators and other public officials improve the Nation's education system. Perhaps no education program has received more critical attention than vocational education. Indeed, the preceding administration in Washington wanted to eliminate the Federal vocational education program in its entirety. We in the AFT are well aware of the shortcomings of many vocational education programs. However, we also understand the importance of vocational education and the contribution it can make in the total educational enterprise.

Some of the criticism of vocational education undoubtedly stems from a misguided elitism which disdains skilled labor. Within education, vocational education is often viewed as a residual category for those individuals who, for one reason or another, have not succeeded in the academic curriculum. Those with such views seriously misjudge the importance of skilled labor for our Nation's prosperity and security and are apparently unaware of the fact that we face a critical shortage of young, skilled workers. The United States has been lagging in international economic competition, has suffered serious trade imbalances, and has shown other signs of declining economic health. If these trends are to be reversed, as I believe they must and can be reversed, then the skill levels of the American workforce will be a very important factor. It is because of such larger issues that we must strive to improve and strengthen our vocational education system.

The American Federation of Teachers has some suggestions as to how the vocational education system can be improved. We offer them in the hope that they will be of some help in the arduous task which lays before your committee. These suggestions are the result of deliberations of the AFT Standing Committee on Vocational Education, and of discussions in other AFT policy-forming bodies, stretching over a two-year period. In these discussions we asked our members and our local and State leaders to tell us about the problems confronting vocational education and about the changes needed in Federal law. Their responses, while covering a very broad terrain, soon began to fall into a pattern. It seems that the greatest problem facing vocational education, and undermining its potential effectiveness, is what we might term a fragmentation of effort. For example, vocational education is often isolated from the remainder of the educational enterprise and can neither offer nor receive the benefits of a mutual exchange. Or, through a lack of coordination of the different areas or levels of vocational training, there is needless duplication and reduced opportunities for individuals. Due to a lack of planning and supportive services, populations with special needs are not provided training appropriate to their needs—training which will allow them to make a meaningful contribution to society. Coordination which should exist between vocational education and other training programs, union-employer apprenticeship programs, for example, has not developed. All of these problems fit within a single concept, the "articulation" of vocational education programs, which the AFT believes should be a major focus of a new vocational education law.

By articulation we mean a process in which diverse groups—representing different educational roles, levels, and institutions, and from outside the educational system—work together to design a coordinated structure of programs which will improve student opportunities and the probability of student success. This means working as teams to break down barriers, to collectively define which institutions can best provide which services to which clients, to meaningfully link different programs, and to better utilize resources. It is a process which we believe must occur primarily at the local level, but which must be facilitated by Federal and State policy and funding. It is an endeavor whose encouragement fits within the legitimate scope of Federal activity—for the Federal government necessarily has a concern with the overall efficiency and coherence of the national vocational education system. For articulation to occur in a meaningful way, it will be necessary to provide funds which afford vocational educators an opportunity to thoroughly examine the fragmentation of the current system and to design alternative structures.

Under separate cover the AFT has provided to members of the committee, and to committee staff, copies of an AFT paper entitled "Articulation Teams: A Proposal to Promote Innovation in Vocational Education." In this paper are discussed the need for articulation in four district areas. The first is the relationship between academic and vocational programs. Vocational education has not been a full participant in the educational reform movement which has swept this country since about the time of the enactment of the Carl D. Perkins Vocational Education Act. This is unfortunate because we believe that not only does vocational education need to benefit from the emphasis upon higher standards in academic subjects, for vocational skills rely increasingly on more sophisticated math and language skills, but also because vocational education has much to offer to academic subjects as a format for learning. Vocational courses have enormous potential for teaching basic and problem-solving skills to students who learn best through practical experience. Vocational education's hands-on applied-learning approach often reaches students who do not succeed in a traditional academic setting.

The second area of articulation is coordination among elementary, secondary, and postsecondary levels of education. Of course, this often means a coordination among different educational institutions. Linkages among the different levels of vocational education can avoid needless duplication, establish a more efficient use of resources, provide meaningful career paths, and significantly enhance opportunities for individual success. AFT endorses the concept of "two-plus-two" programs, in particular, which tie secondary and postsecondary programs in a developmental sequence that eliminates overlap and produces a better quality of training. However, we believe that when such programs venture into areas already covered by established union-employer apprenticeship programs they should be coordinated with the apprenticeship programs and not attempt to supplant them.

The third area is the relationship of vocational education to labor, business, and other training programs. Vocational education must be cognizant of the demands and trends in the economy. It will provide a better service when it is not isolated from labor and business-supported training programs, the Job Training Partnership Act, vocational rehabilitation, and other avenues of vocational training. Vocational educators need information about current and potential job opportunities, advice on job-related competencies demanded by different occupations, and access to modern equipment. Relationships between vocational education and business and labor can provide students and teachers with access to the working community's knowledge and resources while encouraging employers and labor to support the schools.

The fourth area is articulation with services for students with special needs. During the deliberations of the AFT Vocational Education Committee, many members observed that vocational education is an effective program for students with special needs, such as handicapped students, at-risk students, and others. In addition, vocational education has suffered some declines in enrollment in many school districts and welcomes the influx of new groups of students. However, for vocational education to be effective in meeting the needs of special populations of students, there must be a careful match between the needs of the students and types of vocational education programs. AFT believes that the Federal vocational program rightly directs services to student populations with special needs, however more attention must be given to making the appropriate matches between programs and students.

AFT initially recommended that fifteen percent of Part B program improvement funds under the Perkins Act be reserved for locally-developed projects to improve articulation in the four areas that I have mentioned. Our proposal was stated in the form of a special designation of funds, or a "set-aside", simply because that would fit within the framework of the current law. But, as you know, set-asides have come under fire for not targeting the funds as well as planned and for fragmenting the Federal effort. I want to clarify our position; the AFT is not wedded to the concept of set-asides. Rather, we simply believe that some significant portion of the Federal effort should be devoted to the articulation of vocational education programs—whether this be in the form of approved activities, in the form of set-aside, or whatever structure is compatible with the new vocational education act. We believe that such a designation is consistent with Federal interests and with the Federal role in fostering the efficiency and coherence of the Nation's vocational education system.

The American Federation of Teachers believes that an emphasis upon the articulation of vocational education programs in the new vocational education act would probably represent the best use and application of Federal leadership and resources. To this end, and to the end of improving the Nation's vocational education system, I pledge the AFT's support and cooperation with the committee as it tackles the task of rewriting the Perkins Act. Again, thank you for this opportunity to testify before the committee. If I or my organization may be of any assistance, please let us know.

Senator **Pell**. Thank you for being with us and stay as long as you can, but we will understand if you have to leave. We started with you, Mr. Trombetta.

STATEMENT OF JOSEPH TROMBETTA, DIRECTOR, HANLEY VOCATIONAL-TECHNICAL CENTER, PROVIDENCE, RI

Mr. **Trombetta**. Thank you, Senator Pell, Senator Cochran, for inviting me here this morning. My statement will represent the viewpoint of myself as Director of the Hanley Vocational Technical School and the Providence School Department.

I will start with a brief description of the school and the delivery system in Providence.

The main delivery system for vocational education in Providence is via the program offerings at the Hanley Vocational Technical Center. Hanley is a State owned but locally operated facility. The school opened in 1979 as one of nine regional vocational centers in Rhode Island. According to the original State plan, Providence served as the host community for this region which included Johnston and North Providence. Both are suburban towns and their enrollment quotas entitled them to approximately 30 percent of the total school enrollment. Student enrollment from these towns dwindled drastically during the past ten years leaving Hanley with virtually a 100 percent Providence student population.

The enrollment at the center for 1988-89 was 533 students who were enrolled in the 14 regular vocational programs. Those programs service students in grade 10 through 12.

The population for those 533 students was 55 percent male, 45 percent female, 23 percent black, 27 percent Hispanic, 11 percent Asian and the remaining 39 percent were white.

In addition to the above, 225 ninth grade students participated in a prevocational program which allowed them to explore and receive hands-on experiences in every vocational program at the center. Another 78 ninth grade students were enrolled in a Business Exploratory Program. The population distribution for the ninth grade was similar to that of the 533 enrolled in the regular vocational programs.

For 1988-89 the Hanley Center served 836 students. A similar number is scheduled for the school year 1989-90.

As stated earlier, the Hanley facility is State owned and locally operated, however, the Rhode Island Department of Education has exceeded the responsibilities of mere building ownership. The Vocational Division of the Rhode Island Department of Education has over the years assumed the leadership role in curriculum development, staff development, a public relations program; development of vocational standards for the Basic Education Program and has provided technical assistance whenever requested. The Vocational Division should remain as it is now and has been, and should continue to function as an integral component of the entire vocational education system in Rhode Island. This ensures standardization of the vocational programs throughout the State.

Vocational Education in Providence represents a system supported by Federal, State, and local funds. During the past 10 years, Providence's Southeast Asian and Hispanic populations have shown significant growth.

As of January, 1989, the racial composition of minority students in Providence was: 25 percent black, 22 percent Hispanic, 12 percent Asian Pacific Islander and .5 percent American Indian or a total of 59.5 percent minority. Among all groups (minority/majority), the special needs of the LEP, disadvantaged, and handicapped students must be met through sound educational programs. Vocational Education offers choices for students and parents at instructional levels appropriate to the students' interest and abilities. Students acquire knowledge in vocational areas and demonstrate competencies as measured by the level of skills learned. Special needs are met through a network of direct and supportive staff and resources provided from vocational education funds. Federal funds are an integral part of the system and often are the catalyst in getting a new effort implemented. Without such funds, fewer students would be trained to enter today's technological world-of-work. We need more funding, not less, if vocational education is to continue as a viable choice for students and parents, and to maintain and improve the quality of its training programs. This challenge is possible, but Providence, like other inner cities, needs Federal and State funds to continue the local effort. A collaborative vocational education system of Federal, State, and local partners is needed to provide the next decade of students with the "best vocational education" to challenge students at all levels.

Again, I thank you for inviting us.

Senator PELL. Thank you. Mr. Harvey Press, glad you are here.

STATEMENT OF HARVEY PRESS, PRESIDENT, NATIONAL EDUCATION ASSOCIATION-RHODE ISLAND, CRANSTON, RI

Mr. PRESS. Thank you, Senator. Senator Pell, Senator Cochran, I appreciate your being here. I guess as president of NEA-Rhode Island and on behalf of the NEA-Rhode Island, and the NEA nationally, we appreciate this time, enjoyed working with Senator Pell over the year and his staff, looking forward to working with you for many more years, and I hope that does not cause too much of a problem.

The Vocational Education Act is one of the oldest Federal education programs in existence, and it continues to play a viable and essential role in Federal education policy. NEA believes the Federal government must continue efforts to open doors to educational and economic opportunity. This reauthorization process provides an important opportunity to extend and enhance the Federal role in vocational education.

NEA members are committed to carrying out objectives of the Vocational Education Act. However, in recent years, vocational education has clearly been expected to do more with less. During the last appropriation cycle, fiscal year 1989, Congress provided $4.4 million for vocational education programs for the State of Rhode Island. Most of these funds will be expanded during the 1989-90 school year. After adjusting for inflation, this school year 1989 spending levels fall some $1.4 million short of what was provided in 1980.

Authorized funding levels for vocational education programs must be increased, and appropriations committees must vote to spend the money so desperately needed in vocational education.

America's businesses and industries are undergoing rapid and dramatic change. Harvard economist Robert Reich writes, and I quote, "Productivity . . . is no longer simply a matter of making more of what we already make at less cost per unit. To add greater value to the world economy, we have to provide higher quality goods, and tailor our products and services to the consumer." Reich concludes that the impact of this change is that businesses must be more flexible and that workers, too, must be able—not only to adapt to changes—but to initiate change and innovation.

At the same time, the training requirements of even the most mechanical jobs are rapidly changing with innovations in technology. Automobile mechanics must now be capable of operating sophisticated electronic diagnostic equipment. Draftspersons must be conversant in computer skills. Office workers must continually adapt to innovations in office equipment. For vocational education programs to be meaningful, they must provide training in today's job-related skills and help participants improve overall learning skills. In other words, basic skills—including reading and computation skills—are now essential prerequisites to vocational skills. And increasingly, higher order thinking skills—synthesis, problem-solving, and creativity—will be necessary to success in the marketplace.

The current reauthorization gives the Congress an opportunity to take a futuristic view of America's schools and work places will be. The U.S. Department of Labor Workforce 2000 report projects that almost two-thirds of the new entrants into the work force between now and the year 2000 will be women; over the same period, nonwhites will make up 29 percent of new workers. And yet, history demonstrates that women and minorities have been underrepresented in vocational education programs.

The Federal role in vocational education has been dedicated largely to improving access to these programs for minorities, women, disadvantaged students, the handicapped, and persons with limited proficiency in English.

One of the problems that you have this morning, as I look through the panels, there are a number of these categories that are not represented on a panel, and I would ask that additional information be provided to the committee through the special populations representative and representatives from other groups.

The Federal government must continue efforts to expand access, and, at the same time, assure that access to those programs is meaningful.

The most important step this Congress can take in order to improve Federal efforts in the areas of access and program improvement is to focus on local education agencies. The current mechanism of set-asides for different special populations of students has not been as effective as it could be. In too many cases, money has not been correctly targeted to ensure the special populations are well served. Providing more Federal resources directly to local educational agencies, based on the economic need of the students and communities, would help improve the situation. The Vocational Education Act reauthorization must strike a balance between accountability for aiding disadvantaged and other undeserved students and the local autonomy which has long been our Nation's tradition.

NEA strongly supports greater emphasis in the Federal law on the funding of instruction, equipment, and services at the local level. Education takes place at the local level.

It is, therefore, essential that resources be directed tot he local level to the maximum extent possible. Local education agencies, including postsecondary vocational education institutions, are best suited to determine what local needs are and to establish programs to address local circumstances. In this process, teachers and other instructional personnel must have an effective voice in the design and implementation of vocational education programs. Funding for state administration and state level programs should be kept to a minimum.

The focus for program improvements should include two areas: basic skills and up-to-date equipment.

Economists and futurists concur that increasingly individuals will change jobs several times during their working lives. Even those who do not change jobs must have the ability to adapt to changing conditions—new technologies, new systems, new markets, and more. Vocational programs, whether based in a comprehensive high school, a vocational-technical school, or a postsecondary institution, must concentrate more on basic literacy and numerary and other skills that help students to adapt to new conditions and engage in lifelong learning. It has been demonstrated that vocational education programs can be effectively used to teach basic skills. The Federal role in this effort should be to support research and development of effective teaching methods and to support pilot programs that can be widely replicated.

NEA strongly supports S. 439, the Tech-Prep Education Act, sponsored by Senator Clairborne Pell. This legislation is an additional means to acknowledge the important contributions of postsecondary providers to our Nation's vocational education system. This and other steps must be taken to assure better coordination between K-12 and postsecondary training programs to ease the school-to-work transition for vocational education graduates.

Meeting future economic demands will require experience with modern systems, both technological and social. A common complaint of our members working in these areas is the lack of up-to-date equipment. Given the rapidly changing nature of so many occupational fields, the obsolescence of equipment in vocational education programs hampers the effectiveness of training. Too often training institutions are forced to use equipment that they know is outdated because they lack the resources to replace it. Particular consideration in the reauthorization must be given to meeting the chronic need for current instructional equipment.

The Federal vocational education effort is, we believe, properly centered on our Nation's future workforce needs: access for those who will make up the labor market in the future, greater emphasis on basic skills, and resources for program improvement, particularly in the area of equipment. NEA believes that with the refinements recommended above and resources adequate to carry out the objectives of these programs, the Vocational Education Act will continue to serve our national interests far into the future.

Very simply, we are trying to do a number of things. You have heard me before. Finances never meet what the needs are. The training should be in a futuristic aspect in that we cannot do what is important for today. By the time we get the equipment in the classroom, the equipment is out dated. Minorities have to be directly involved, including the special populations. Federal funding we would hope would be more directed toward the local area. All of this works into one basic concept. The basic skills of the students can go on because jobs do change over and over and over again, and the updated equipment. With all of this, I would answer any questions that you might have. Thank you, Senator.

Senator Pell. Thank you very much indeed.

Mr. Sweeney.

STATEMENT OF THOMAS SWEENEY, JR., PRESIDENT, RHODE ISLAND SCHOOL SUPERINTENDENTS' ASSOCIATION, SUPERINTENDENT OF SCHOOLS, WEST WARWICK SCHOOL DEPARTMENT, WEST WARWICK, RI

Mr. SWEENEY. Senators Pell and Cochran, indeed it is a pleasure to have the opportunity to appear before the subcommittee on Education, Arts and Humanities to give testimony with regard to reauthorization of Carl D. Perkins Vocational Education Act.

During the fall of 1988, the American Association of School Administrators (AASA), of which I am a member of the Legislative Corps, held four regional hearings with regard to reauthorization. I am happy to say I served as host to one of those sessions right here in Rhode Island. Both Senate and House staff, gave evidence and served on the committee. A young member from your staff, Senator, was present also, and many, as well as many representatives of many different educational advocate constituencies from the entire northeast. I trust that my testimony will reflect some of the concepts discussed at that meeting.

Since my time is limited, I am going to try to address myself to some major issues with regard to this reauthorization. I do not think it is my place to deal with the technicalities and some of the minutia of the Perkins Act, but to discuss issues that are critical to the provision of services to students.

As I see it, the first important issue was the question of set-asides. I believe the present Act lacks efficiency because it contains numerous set-asides which must be spent on certain specific populations, such as handicapped, 10 percent; adults 12 percent; single parents and home makers 8.5 percent; incarcerated, 1 percent; etc., and those set-asides are only 57 percent of the total dollars available.

The other 43 percent of the dollars available are devoted toward activities to expand, improve, and update vocational education as a whole. The set-aside provision is deficient because it does not meet overall needs of students regardless of their status. If we take 10 percent of 57 percent and apply that to the handicapped, is there enough money available for the SEA, never mind the LEA, to provide an effective program to meet the programmatic physical, and affective needs of handicapped students?

If the major portion of the dollars available were given to these students most in need to provide effective and efficient programs, wouldn't these students be better served; especially if the dollars were allocated to those school districts with the greatest number of disadvantaged, handicapped students and the districts required to show results? Money would then be available to design and implement programs that could make a difference—programs that could provide skills and training to prevent disadvantaged students from going back into the welfare burden society groups from whence they came. We would then be able to attack the dropout problem at the local level in grades 7–10 where most dropouts occur.

A block grant concept with dollars delivered toward those communities that have concentration of poor, handicapped, and LEP populations would certainly have a better opportunity of being utilized in an effective and efficient manner. In addition, the block grant concept similar to that of Chapter II, a program which has already proved to be far more effective than the one it replaced, a series of set-asides would provide impetus to needy LEA's at their greatest time of need. LEA's in this manner would drive Federal dollars to disadvantaged populations sorely in need of Federal support. Today's educational literature is rampant with regard to point of service delivery of educational programs and building site government structures. Should not the Carl D. Perkins Vocational Education Act reflect the most current literature with regard to educational improvement?

The second major issue with regard to the reauthorization is the matching funds concept. Gentlemen, let us be serious, those communities who are most in need of Federal funds for vocational education do not have matching funds available. These communities, which have large concentrations of poor, handicapped, and LEP students, are just about able to keep their heads above water. All you have to do is read the local Rhode Island State newspaper and see the problems of Central Falls, Woonsocket, and West Warwick, and other communities to understand that matching funds for these communities is almost a joke. In actuality, by the time they receive notification of the programs available under Perkins, our budgets have already been decimated to minimum levels with little or no funds available for program development or new programs which require matching funds. The least able to pay are the least able to receive moneys under the Act as it is now constituted. I ask you, on behalf of the students living in these communities, to drop the matching funds provision from the reauthorization.

My third issue is to ask you to continue to include, in the reauthorization, requirements for citizens advocacy. There is an absolute need for communities in general, and especially businesses, to become involved in vocational training. Do not reduce this requirement, but let us try to include as many people in the process as possible so that vocational education does not become disadvantaged education. The plight of the disadvantaged is the ability to find good jobs. Without the involvement of the community and businesses, these positions will become increasingly difficult to find and students will suffer. Sometimes more is better than less. I believe this is an instance where such is the case.

A further area concerns accurate, practical data. There is no question in my mind that better objectives can be set for our vocational programs. Good objectives are based on sound, practical data. Such data should be both subjective and objective, but also must be easy to collect and practical in nature. Do not allow the Act to become involved in the evaluation complexities, but require that data be accurate, practical in a meaningful sense, and easily obtained. Nobody wants to see the evaluation process be so complicated it turns educators away from vocational education or costs so much that major dollars are spent in the evaluation process; but all of us should recognize the need for better data.

Finally, I would hope that the Senate, in its wisdom, would not become involved and attach any church/State issues to the reauthorization. Such issues should be debated on their own merits and not become baggage to the passage of a vocational act which is designed to service students' needs regardless of their religion or any other such demographic statistic. Please do not allow confusion of the issues and let's go forward with reauthorization with the sole purpose being to improve the opportunities for our children to become more productive and better citizens.

Thank you again for this opportunity to give testimony on the reauthorization and I will be a glad to attempt to answer any questions that you might have.

Senator PELL. Thank you very much. I am well aware we have some populations not represented on the panel today. That is solely a function of time constraints. Services for the handicapped is a major question in reauthorization in this regard, and we will have at least two representatives at our remaining two hearings in Washington. We simply could not accommodate everyone given the time constraints that we had today.

I think, Mr. Trombetta, we would all be interested if you could describe the activities that normally go on in this room if we were not having this hearing today.

Mr. TROMBETTA. First, it is not a hearing room I think that most you are accustomed to. This is the auto body shop and I was told that this is the first time that a hearing has been presented in this kind of a setting. Maybe it is something that you can follow up with, I really do not know.

In this program, there is a three-year program. The students begin as 10th graders and brought through a competence based curriculum developed with the State and it is in auto body. They have done everything from minor repair to taking, I believe, a vehicle, cutting it in half, one half had to be salvaged, discarded, from a salvage yard, pick up another half, they painted it, joined it, a 1980 Thunderbird and it was like off the assembly line. Of course you are in an area where hopefully we are getting some state-of-the-art equipment. We have felt if you look around and know anything about auto body, many of the things are out dated but through the efforts of the State, etc., and so forth, we hope new equipment will be coming. It is an excellent program. For the coming year we will have an enrollment of 30 students. We run two groups.

Senator PELL. One question I often wondered why so many occupations have State certification. When it comes to being an automobile mechanic, there is no such requirement. I was curious if you give a diploma or certificate to people that qualify, so an automobile dealer, or secondhand car dealer, for example, could know that this particular individual really can do what he says he can do.

Mr. TROMBETTA. Yes, we award proficiency certificates to any students that complete three years in the program. Some students begin late and only get two years. In addition to that, again, the competency based curriculum developed in conjunction with the State, there is a skills card that lists the specific skills that a student has achieved over the three year period.

Senator PELL. Am I correct in saying there is no statewide or national certification?

Mr. TROMBETTA. To the best of my knowledge, no.

Senator Pell. Do you think it would be a good idea if there was State certification?

Mr. Trombetta. I think in the trade areas, many of the people who call themselves tradesmen should be licensed. I think this has happened with the construction trades and I think it is—it is too open ended. Many people classify themselves as craftsmen, as carpenters, I do not think they have the basic skills.

Senator Pell. I will concur with you on that. What is your thought in general as to the role that vocational education is playing in trying to help us keep up with international competition? Do you think we are doing the job we should or do you think we should be doing a better job?

Mr. Trombetta. I think that we need more in terms of state-of-the-art equipment to have the kids work with the state-of-the-art equipment. Things are changing very quickly, extremely quickly, and it is almost—we are in a world where we catch up and then we are behind again. Someone said something, I believe it was Mr. Liston, about the sharing of equipment, and maybe we should look into that concept. I think the duplication of programs, maybe we should look into that concept, rather than have an body shop here and another auto body shop two miles away, maybe we should have one and emphasize that one and give all we can to that one. I really do not know. Thank you.

Senator Pell. Mr. Press.

Mr. Press. I think what you are dealing with is the basic concept of whether someone is capable of making decisions. We are moving into an area of high tech. As we have talked about before, it is global economy and starting to get into the global competition now, with the European countries coming together at market to add this as an issue. I do not know whether the structure that we presently have is going to be the one that will answer the questions. We still need basic education, we still need the students to be able to think for themselves and think creatively to get into it, so I think a lot of what we have to do is steer close to basic educational programs in our schools. You have an area that we need to continue to grow in and that is the vocational education area, but the biggest problem right now you have is the out-dating of equipment. There has to be a better tie-in with the industry. Many of the businesses take the students that we have in our vocational education facilities, bring them into their plants and then retrain them or train them on their new equipment, and somehow we have got to get to try to look into the fact that we can help them, if they help us with the equipment that we need so that we can train them on the new equipment, so that they come out the schools ready to go to work for them. They do not have to duplicate that effort. I think that is the only way we can do it, turn around the time and in fact save them the money that they are now doing for training, using the equipment in our facilities with the people we have in place that are qualified teachers.

Senator Pell. Mr. Sweeney.

Mr. Sweeney. The basic comment I would make in the area, grades 7 through 10. I would like to see more money, vocational especially, get down to grades nine and ten. In West Warwick, for example, we do not have access to vocational education until grade

11. Most of the programs that we run at the area school run 11 and 12. I have lost too many students by that time. I do not have enough in the areas that they are interested in, and where they would like further education, there is a hope of a good job until grades 9 and 10, and we lose a number of those. I would hope that we would look at those and get more money in those areas. I agree with Mr. Press totally, because of the fact equipment is horrendous. It is very difficult to train people for a job when you are dealing with equipment that is 30 and 40 years old and secondhand in many cases.

Senator **Pell**. I thank you and one final question, Mr. Trombetta. Normally, how many students would be working in this room?

Mr. **Trombetta**. This room, approximately 12 or 14.

Senator **Pell**. Is there another facility with auto body nearby?

Mr. **Trombetta**. East Providence has the same program.

Senator **Pell**. Same equipment?

Mr. **Trombetta**. I really do not know what their equipment is.

Senator **Cochran**. I would like to ask Mr. Sweeney about the drop-out rate. One of the Acts that we have, the Tech-Prep Education Act, will have a positive influence on improving the drop-out rate. You mention losing opportunities at the lower grade levels. Could we put something in the Act that provides for recruiting and counseling in the lower grade levels, trying to make it apparent to these students that there is a goal, goal oriented training program available in the school system and give them something to look forward to, to keep them from dropping out in the lower grades?

Mr. **Sweeney**. The pre-vocational concept, I think, Senator Cochran is very wrong. We have to take a look, especially in Rhode Island, our drop-out age rate, students will start dropping out of school, legally, at 16 years of age. Sixteen years of age, drop-out characteristic, stayed back a couple of years, usually they are in 9th or 10th grade when they decide to drop out of school. Programs really do not become available, counseling does not really become available to them, until grades 11 and 12 or they cannot be accepted in the full programs in even grade 10. Dropouts characteristically have trouble looking at the end of the week, never mind a year from now when they have got that kind of program available; that counseling services, introduction to programs, and early levels, so they do see the light at the end of the tunnel, and it has to be a very short program for those students.

Senator **Cochran**. Mr. Press, The Department of Labor, Work Force 2000 Study indicated that so many more women and minorities are going to make up bigger percentages of the workforce and that the vocational education programs are really not reaching these population groups. What do we do in reauthorizing the legislation to try to make it more attractive for women and minorities?

Mr. **Press**. I think that what you are dealing with there are certain stereotype positions, stereotype jobs that women look at. I think that is slowly changing. As you deal with professionals, in those areas, as the minorities and women are moving into professional ranks. The trades systematically have kept women and minorities out. I think many of them are now starting to open up their doors to those trades. As you move around the State, even the

State of Rhode Island is starting to see that happen. I think as the stereotypes, it may solve a problem but I think, in fact, it has to be identification. If we do not use quotas in hiring, it may be in fact something to look at.

Senator COCHRAN. Mr. Trombetta, I notice you talking about out-of-date equipment that you are going to work with. I know that most new technologies that are becoming involved in this area of activity are electronics and computer driven technologies. Are there any activities at this center where you get into electronics or computers or is it more body work and building and that kind of thing?

Mr. TROMBETTA. Within the 14 program offerings we do have an electronics program and within that electronics program we do offer a computer repair component, and then of course we have the computer science program. We are not strictly in the trades area.

Senator PELL. I would add that Senator Cochran together and I introduced the Tech-Prep bill together and that is one of the bills before us. I would ask Mr. Trombetta how he finds the students, the ninth grade students handle the program and how do they perform compared in the students in the tenth and eleventh grades?

Mr. TROMBETTA. The ninth grade program is strictly an exploratory program. If you were to live with us a week, perhaps a month, you would find that the ninth grade students come to us very immature, sort of a shake-down year for them. What we have attempted to do in Providence, in addition to that ninth grade, is go back into the seventh and eighth. We are trying to get provocation at that level, so when the kids get us at the ninth grade level, we do expose them to every single area of the school. You get that male who comes to determine he is going to be a carpenter but gets sent two week upstairs in fashion design and we think it is the greatest experience that the kids have gone through. That program is here only because of Federal funding. We could not afford at our local level to run that program.

Senator PELL. Thank you and I thank the panel very much indeed. I will ask that the record be kept open for a couple of weeks, so that anyone can supplement the record as they see fit.

Senator PELL. We now have the panel of Deborah Bercuvitz, coordinator, Equity in Career Options and Education, the Community College of Rhode Island. Mrs. Elena Natalizia, Director, Rhode Island Justice Alliance; Mr. Joseph DiMartino, Chairman of the Rhode Island State Advisory Council, on limited English proficiency students and Ms. Fatima Finamore, president the Salon De Fatima, North Providence, RI. Could we start with Ms. Bercuvitz and work right across.

STATEMENT OF DEBRA BERCUVITZ, COORDINATOR, EQUITY IN CAREER OPTIONS AND EDUCATION, COMMUNITY COLLEGE OF RHODE ISLAND, WARWICK, RI

Ms. BERCUVITZ. Good morning, Senator Pell, Senator Cochran, members of the staff, ladies and gentlemen. My name is Deborah Bercuvitz and I am coordinator of a program called Equity in Career Options in Education. This program is a sex equity resource center for Rhode Island educators and social service providers, based at the Community College of Rhode Island. I am testifying today at the request Linda Nightingale Greenwood, the sex equity coordinator for the Rhode Island Department of Education, who was unable to testify because of previously scheduled surgery.

In 1984 the passing of the 3.5 percent and 8.5 percent set-asides in the Carl D. Perkins Act demonstrated an unprecedented Federal commitment to the education and training of girls and women populations which are traditionally unserved by the vocational education system. Senator Pell, we appreciate your long standing as an advocate for the education and the active role that you have taken in set-asides.

In 1989, females are increasingly in need in the workforce. Predictions from the U.S. Department of Labor estimate that women will account for two-thirds of the growth in the workforce between now and the year 2000. Furthermore, for the first time in history, most of their jobs will require postsecondary education or training and a high level of technical skills. Women need appropriate training to prepare them to be skilled members of the workforce, because of sex role stereotyping and lack of encouragement to pursue high level technical skills.

Girls and women historically have been tracked into traditional female programs such as child care and office skills which lead to low-wage, often dead end jobs. In Rhode Island, 65 percent of the girls in vocational schools are in traditional female programs, and only 6 percent are in non traditionally male ones.

To some extent, the numbers of women and children living in or near poverty can be attributed to this pattern. Girls are raised with belief they will not have to be economically self-sufficient. The reality which they face, however, is that 60 percent of the women workforce are there because of economic needs. Many girls go out and discover that they are unable to support themselves and their family because they have been trained for low-paying jobs, who now find themselves either joining the ranks of the working poor or even more likely, they will require public assistance.

According to the senate budget committee, 43 percent of women workers are currently in jobs that pay below poverty level wages. Women can continue to be at risk poverty or they can be trained to take their place in the technological error which is upon us, which in Rhode Island a variety of creative and successful programs have been developed to facilitate this.

Sex equity program trainers treat their students equitably, present students with all of their vocational options and train also in careers in high technology. The comprehensive programs for single parents, displaced homemakers, re-entry homemakers and teen parents prepare economically disadvantaged women to support themselves and their family rather than depend on public assistance, and because AFDC recipients and low income women have been targeted by these programs, they now make up the majority of women who are participants.

It is important to remember that none of these programs existed before 1984. They began and they continue through funds through the 8.5 percent set-asides. In this past year alone, approximately 1,400 single parents and displaced homemakers have been served through the various programs. I have serious concern that if States were given greater flexibility, these successes could be jeopardized. Prior to 1984 a study was done by the National Institute of Education, which found that only .2 percent of all State and local matching funds went to displaced homemakers, services for all women, even the non professional education fields and child care. It would be my personal experience that school districts need these set-asides and that programs exist because of a continued effort on my part and because of interest on the part of individuals who choose a guidance counselor, without proper State monitoring and coordination there would be assurance sex equity would receive its priority or that girls would receive benefits. Furthermore, the schools are sometimes reluctant to provide the comprehensive services necessary, such as child care and transportation assistance.

As a system, there is a lot which still needs to be done to make provide vocational education more responsive to girls and women. Stereotyping has been a long standing and serious problem; traditional attitudes are seen as a specific need as well and a challenge to many people. National vocational education funding before 1984, when the median of sex equities funded to school districts was $3,600 and 75 percent of the awards were for $9,400 or less. One cannot change attitudes and behaviors for $3,600. Girls and women need vocational education programs which will encourage them to explore all of their options, train them for high paying jobs and provide them supportive services necessary to help them complete these programs. The programs which are being funded as set-asides for girls and women in the Carl D. Perkins Act are training females for success. The combination of set-asides, State allocated through RFP process, strong State leadership, coordination between programs and committed program directors has produced successful cost efficient programs related to vocational services,, the set-asides for women and girls are working impressively and I am sure that we can find ways together to even further increase their effectiveness in order to continue with Rhode Island successes. However, it is crucial no less than 3.5 percent of the sex equity and 8.5 for single parent and displaced homemaker programs are set-aside to the State grant funds. The State distributes the funds on a request for proposal basis and full-time sex equity coordinator remain appointed to administer both set-asides. Thank you for your consideration in this matter.

[The prepared statement of Ms. Bercuvitz follows:]

PREPARED STATEMENT OF DEBRA BERCUVITZ

Good morning. My name is Debra Bercuvitz. I am the coordinator of Equity in Career Options and Education. ECOE is a sex equity resource center for Rhode Island educators and social service providers, based at the Community College of Rhode Island. I am testifying on behalf of the sex equity and single parent/displaced homemaker programs in Rhode Island. I am representing these programs at the request of Linda Nightingale Greenwood, the sex equity coordinator for the Rhode Island Department of Education under the Carl D. Perkins Act. Ms. Nightingale Greenwood was unable to testify at these hearings due to previously scheduled surgery.

In 1984, the passing of the Carl D. Perkins Act demonstrated an unprecedented commitment to the education and training of those people who had traditionally been underserved in the vocational education system. The needs of girls and women in particular were ensured through the establishment of set-asides for these populations: 3.5% for sex equity programs, and 8.5% for single parents and displaced homemakers. It is these set-asides, and the success of the programs which have been funded through them, which I am here to testify about today.

In 1989, females are an increasingly crucial labor resource in this country. Projections from the United States Department of Labor estimate that women will account for 2/3 of the growth in the workforce between now and the year 2000. Women need to receive information about all of the career options available to them, and appropriate training to prepare them to be skilled members of the labor force. This is particularly important in light of the fact that for the first time in history, most new jobs will require postsecondary education and/or training and a high level of technical skills.

Historically, women have not been well represented in high paying jobs, particularly those associated with high technology. Because of sex-role stereotyping and a lack of encouragement to pursue other options, girls and women have often been tracked into traditionally female programs such as child care and office skills which lead to low-wage, often dead-end jobs. According to the 1988-89 Occupational Outlook Handbook, child care workers with experience earn a median weekly wage of $183.00, as compared to experienced electricians (also with a vocational school education) who earn a median weekly wage of $473.00. In Rhode Island, 65% of girls in the vocational schools are in traditionally female programs, 29% in neutral ones, and only 6% in traditionally male programs.

To some extent, the numbers of women and children living in, or near, poverty can be attributed to this pattern. Girls are raised with the belief that they will not have to be economically self-sufficient. The reality which they face, however, is that 60% of the women in the workforce are there because they are single, divorced, widowed, or because their husbands earn less than $20,000 per year. Therefore, when women find themselves without a man to support them, they are unable to provide for themselves and their families because they have been trained for low-paying jobs. These are women who were presented with limited options as students, who often have low literacy levels, and who now find themselves either joining the growing ranks of the "working poor" or, even more likely, receiving public assistance. Women can continue to fill the dead-end, low-paying jobs which so many women find themselves in today, or they could be trained to take their place in the technological era which is upon us.

Girls and women need vocational education programs which will encourage them to explore all of their options, train them for jobs in high technology --which will guarantee them a liveable wage--, and provide them with the necessary supportive services to help them complete these programs. The programs which have been funded through the set- asides for girls and women in the Carl D. Perkins Act are the key to training females for success. At this point, I would like to take the opportunity to describe the successful programs which now exist in Rhode Island.

A variety of creative and successful sex equity programs funded by Perkins money exist in Rhode Island:

- **Equity in Career Options and Education**
  ECOE exists as a training and resource center for issues related to sex equity in education and careers. As coordinator of the program, I work with teachers, guidance counselors, and administrators in middle, junior

and senior high schools (comprehensive and vocational) to ensure that students are being treated equitably in the classroom and in career guidance. I conduct student workshops and inservice trainings for staff. I have also had the occasion to help specific elementary schools develop proactive responses to gender inequities in their schools.

ECOE also helps social service agencies which serve disadvantaged populations to develop strategies and programs to funnel women into nontraditional, higher-paying careers. This year alone, 26 ECOE workshops and presentations were attended by 480 people. It is not possible to quantify the number of people who were indirectly impacted by these workshops (i.e. students and social service clients). Other components of ECOE include a quarterly newsletter, a resource library, a speaker's bureau, the development of sex equitable educational materials specific to Rhode Island, and an annual conference for high school girls to encourage them to choose high-paying, math-based careers.

- **New Careers for Women**

  NCW is responsible for recruiting and retaining women in the eight high technology programs at the Community College of Rhode Island. Recruitment strategies include workshops at all comprehensive and vocational high schools in Rhode Island, and a 3-day hands-on introduction to high technology in the CCRI labs. Retention services include academic and personal counseling, workshops to prepare women for the workforce, and visits to local high tech businesses. 122 women were enrolled this year, plus approximately 50 more attended the 3-day hands-on orientation and the walk-through visits. The average starting salary for graduates is $21,000 and one woman who graduated 2 years ago earned $45,000 this year!

- **Women Acquiring Technical Skills**

  WATS is a free 12 wk. after-school course taught through the Industrial Arts program at Portsmouth High School. Two groups of 16 students each are run: one for girls in grades 7-12 and one for adult women. The students explore drafting techniques, sketching, design theory, computer-assisted drafting (CAD) in order to prepare them for the Technical Drafting program at the Community College of Rhode Island or for the CAD program at Raytheon. Before WATS existed, there were no women in the Raytheon program. Now the program is 50% female.

- **Henry Barnard School**
  HBS implemented a sex equity program which included parent workshops, pre-service and in-service teacher training, purchasing new library materials, and developing an annotated bibliography of non-sexist books for classroom use.

- **Positive Attitudes towards Career Education**
  The PACE program at the James Eldredge School fostered equitable career education through panels of role models in nontradtional careers who came to speak to the students and to the parents. Parents and teachers also attended workshops on sex-role stereotyping in career choices, equitable classroom practices, and girls and math anxiety.

Through Carl Perkins set-asides, Rhode Island has been able not only to fund these excellent sex equity programs, but also a number of single parent/displaced homemaker programs which successfuly meet the specific needs of these populations. As of 1980, census data indicated that there were 53, 866 displaced homemakers and 10, 395 additional single parents. One can surely assume that these numbers have increased in the past nine years, and that the need for programs to serve these disadvantaged women has increased along with the numbers.

In Rhode Island, single parents, displaced homemakers, reentry homemakers and teen parents are all targeted with comprehensive programs to address their specific needs. There is a requirement from the state leadership that programs be comprehensive because women cannot succeed without adequate supportive services. The services provided through these programs include outreach, recruitment, support, retention, career and personal counseling, literacy, GED preparation, skills training, job readiness training, placement assistance, and assistance with child care and transportation. These services are provided on-site or through referral. The programs are funded through a competitive request-for-proposal process each year, which guarantees that programs are carefully monitored and adequately funded to succeed in meeting their goals.

Because priority has been given to AFDC recipients and other low-income women, the majority of program participants now fall into these categories. Many of these economically disadvantaged women have never had the opportunity to be self-sufficient before they entered these programs and were trained with viable skills. Rather than remain dependent on others or on the state, they now find themselves qualified to support themselves and their families in a liveable manner. Middle and upper-income women are also eligible for the program services, providing that there is space available.

It is important to remember that none of these programs specifically designed to meet the needs of single parents, displaced homemakers and reentry homemakers existed before 1984--they began and they continue through money made available through the 8.5% set-asides in the Carl D. Perkins Act.

There are programs funded at the following locations:

- **Cranston Vocational Technical Facility**
- **Woonsocket Vocational Technical Facility**
- **Dorcas Place Parent Child Literacy Center**
  This program was designed specifically for women with low literacy levels. Literacy skills and pre-vocational skills training are provided so that the clients can move directly into vocational programs.
- **Project SPHERE** (Single Parents and Homemakers Entering Retraining and Education)
  This program has a Limited English Proficiency component in an attempt to address the needs of minority/refugee/immigrant women. Counselors who speak Spanish, Portugese, and Southeast Asian languages are on-site.
- **Project INSPIRE** (Individualized Support Program for Reentry into Employment)

Located at the Urban Educational Center, this program was developed to provide services specifically to low-income minority single parents in the inner-city.

- **Displaced Homemaker Center**
  The training and employment services component is funded through Perkins money.

The following programs are funded in cooperation with Rhode Island's Department of Human Services, and the Rhode Island Department of Education looks forward to similar cooperative ventures in the future:

- **Davies Vocational Facility**
  This is a program to train female AFDC recipients in graphics/printing and computers/data processing. 30 women were trained this year.

- **Teen Pregnancy/Parenting Programs**
  13 programs exist in the state.

In this past year alone, approximately 1400 single parents and displaced homemakers have been served through the various programs available.

With a number of different programs existing, one might think that there would be a duplication of efforts. Due to strong state leadership, however, this has not been the case in Rhode Island. Because there is one person (Ms. Linda Nightingale Greenwood, the state sex equity coordinator) coordinating and overseeing all of the programs which address sex equity, single parents, displaced and reentry homemakers, she is able to identify needs, resources, and networking opportunities. For example, ECOE and NCW work closely with all of the single parent/displaced homemaker programs to encourage clients to choose non-traditional vocational training, with a particular emphasis on careers in high technology. Ms. Nightingale Greenwood's office also works closely with the Department of Human Services' Chief of Employment and Training to coordinate on efforts where it is appropriate (i.e. the Pathways to Independence Welfare to Work program). Finally, periodic meetings with all sex equity and single parents/displaced homemakers program personnel facilitate the networking process for all involved. This exemplary coordination results in cost-efficient, effective programs with no duplication of services.

Rhode Island has been able to successfully meet the needs of many girls, young women, and older women because of the current structure of the Carl D. Perkins Act. Set-asides for sex equity and single parents/displaced homemakers allocated through a request-for-proposal process at the state level, strong state leadership, coordination between programs, committed program directors, and adequately funded programs are crucial to this success. I have a serious concern that if funds were channeled through to school districts without a request-for-proposal process and without state-level administration, these successes could be jeopordized.

It has been my experience, and that of others who work in the field of sex equity, that school districts rarely initiate programs for sex equity or single parents/displaced homemakers on their own. For example, although every Rhode Island middle, junior and senior high school (vocational and comprehensive) received information about my program and its services at the beginning of the 1988-89 school year, it was only in response to continued outreach efforts by my office that sex equity programs were initiated. ECOE's services are most frequently requested by individual teachers or guidance counselors who already have an interest in sex equity issues, and not by administrators. Outreach and programs have been most successful in those schools which are cooperative and which recognize the importance of sex equity in education and in career guidance. Unfortunately, many schools do not yet recognize this importance.

It is understandable that schools today are burdened with many pressing issues, but sex equity does not usually seem to receive priority despite its importance. If funds were channelled directly to school districts, there would be no assurance that sex equity would receive its due priority or that girls would receive the benefits of sex equity funds. For example, a school district might decide that it would benefit their students if computers were bought with their sex equity money, using the rationale that girls would have the opportunity to gain valuable computer skills. However, research shows that girls are much less likely to enroll in computer science classes than boys are.

Unless an adequate recruitment and retention program were in place to ensure the participation of girls, the money would not be meeting the goals of sex equity.

If the vocational and educational needs of girls and women are to continue to be met, a number of factors need to be in place: committment to the issue, expertise, money, staff, time, and coordination of efforts. Furthermore, schools are sometimes reluctant to provide those comprehensive services which have been identified as central to the success of sex equitable programs for females. Specific committments need to be made to provide supportive services such as counseling, child care, and transportation assistance, and to target economically disadvantaged women who are most in need of the programs.

As a system, there is a lot of work which still needs to be done to make vocational education more responsive to girls and women. Sex-role stereotyping in vocational programs is a longstanding and a serious problem. Many traditional attitudes exist, and seeing the specific needs of females is a real challenge to many people. One of the goals of the programs funded through the 3.5% and the 8.5% Perkins set-asides is to institutionalize equity in the schools and in the community. During the funding process, priority is given to programs which demonstrate the ability to change attitudes as well as behavior.

Since the Carl D. Perkins Act passed in 1984 with set-asides for sex equity and single parents and displaced homemakers, Rhode Island has been able to successfully meet the specific educational and vocational training needs of girls and women in the state. The state sex equity coordinator is able identify pockets of need in Rhode Island, and then develop request-for-proposals to meet these needs. Programs are then developed in cooperation with schools and community based organizations. Programs are funded throughout the state, at a funding level which ensures their success.

Rhode Island's successes with sex equity and single parents and displaced homemakers can be attributed to targeted set-asides administered at the state level, strong state leadership, program coordination, and a competitive request-for-proposal process.

The set-asides for girls and women are working impressively, and I am sure that we can find ways to even further increase their effectiveness. In order to continue with Rhode Island's successes however, it is crucial that no less than 3.5% for sex equity and 8.5% for single parent and displaced homemaker programs are set-aside from the state grant funds; that the state distributes the funds on a request-for proposal basis, and that a full-time sex equity coordinator remains appointed to administer both set asides. Thank you.

Senator **Pell**. Thank you very much. Mrs. Natalizia.

STATEMENT OF MRS. ELENA NATALIZIA, DIRECTOR, RHODE ISLAND JUSTICE ALLIANCE, PROVIDENCE, RI

Mrs. **Natalizia**. Good morning, Senator Pell, Senator Cochran. I am Eleanor Natalizia, Director of the Rhode Island Justice Alliance, a citizens' organization to reduce crime through criminal justice reform. I appreciate the opportunity to address the subcommittee today on the vital importance of vocational training for prison inmates.

Before I begin the body of my testimony, I would like for reiterate what several other people before me have done, and that is a personal thank you, Senator Pell, for your ongoing commitment to correctional education. In working with people in prison, it has been my experience that I meet very few people who care about what happens to people once they go to prison, and your continuous commitment to providing adequate education and training for prison inmates is certainly something that is deeply appreciated and I would like to take the opportunity to publicly thank you for that.

I do not need to detail for you the present crisis this country faces with regard to crime and imprisonment. Crime rates are on the rise, the public lives in fear of being victimized, illegal drug use appears to be virtually unaffected by the so-called "war on drugs," our prisons have become incapable of housing the rapidly rising inmate population and the recidivism rate is over 50 percent nationwide. That is at least one out of every two leaving person will return within three years in Rhode Island. By the way, the rate is even higher, we estimate between 60 and 70 percent recidivism.

What I would like to describe for you in some detail in my testimony is what happens to inmates while they are in prison, how this affects their chances of success upon release and the role of vocational training in this process. My observations are based both on my academic study of criminal justice and on five years experience in working directly with inmates in all levels of security at the Adult Correctional Institution (ACI), Rhode Island's only State prison.

The U.S. District Court Judge Raymond Pettine described the prison situation in Rhode Island in 1978 and again in 1986 in these words: "Idleness at the ACI is perhaps the central fact of existence for nearly all inmates at Maximum and Medium [Securities] at nearly all hours of the day. It breeds boredom and a quest for excitement, and . . . it is a major cause of the violence which has plagued the institution for years." (*Palmigiano v. Garrahy*)

Walk through the maximum or medium facilities at virtually any hour, and you will find most of the inmates watching television, sleeping, playing cards, or in the yard telling stories of their criminal exploits. If they do happen to be engaged in what is loosely termed their "job," they are most likely sweeping the same floor another inmate swept a few hours previously as his or her "job." At Minimum Security, inmates are picking up litter on the highway; even in the Work Release program, they are working at unskilled factory jobs for minimum wage.

The number of inmates who are actually doing anything that might in the broadest sense be construed as "vocational training"—i.e. those fortunate enough to be working in the printing shop, the upholstery shop or the few other prison industries that exist at the ACI—are only a small fraction of the total population. And as the inmate population increases, as it has over 300 percent in Rhode Island in the last ten years, the few opportunities for vocational training that do exist become less and less significant in terms of the total number of inmates who need such training.

Approximately 80 percent of all prison inmates have less than a high school education; 40 percent have never held a steady job. Add to this the fact that they spend most of their prison time reinforcing negative behavior and learning little that would prepare them for life in free society, and it is no surprise that many of them end up doing what some inmates call "a life sentence on the installment plan," returning to prison again and again.

As of the end of May, 1989, for example, of the approximately 478 men in Maximum Security at the ACI, 35 percent were unemployed and an additional 50 percent were employed at unskilled labor—maintaining a living quarters, working in the laundry, cleaning the yard. Only about 80 inmates—15 percent of the total population—were engaged in any activity that could be considered meaningful vocational training: Printing, graphic arts, carpentry or sign making. Thus the overwhelming majority of inmates leave prison on parole or at the expiration of their sentence without any of the vocational skills or constructive work habits that would enable them to function in the world of work outside the prison. Is it any wonder, then, that they so quickly return to the only way they know how to make money? Which of us in their situation would not do the same? Our society cannot afford to abdicate its responsibility to give offenders the opportunity to acquire the skills they need to live crime-free lives. If we do, then we had better be prepared to reap the results in billions of dollars being spent to build and maintain prisons rather than to educate our children, pave our roads, provide health care our elderly and preserve our environment.

This Congress must continue to support vocational education for prison inmates and to expand the resources available to State correctional authorities in this area. Rhode Island at present, for example, receives approximately $50,000 per year in Federal money for vocational education programs for its prison population. This averages about $35 per inmate. This money allows approximately 150 minimum security inmates to each participate in a 15-week training session in an area such as culinary arts, drafting or computer operation. Without diminishing the positive effect of this limited program on the inmates who participate, a course of only 75 hours duration is obviously insufficient to adequately teach a person a vocational skill. Furthermore, the fact that such programs are capable of servicing only a small number, leaves the vast majority of inmates unable to take advantage of the opportunity to learn a skill while they are incarcerated.

Raising present set-aside level from one to even two percent, while still not providing a full range of vocational education opportunity within the prison, would add significantly to the number of inmates who could benefit from such training. I would reiterate what the previous speaker indicated about the need for set-asides for female population. I believe there is a strong need to maintain the set-asides for prison inmates primarily because theirs is a largely forgotten population. Without a specific mandated set-aside for incarcerated inmates, I think we can virtually be assured that no money would every end up trickling down there, not to a population of people who most of the those who are making policies in society would choose to allocate resources to.

Raising the set-aside would also allow for the development of follow-up support services for inmates after they have been released, to assist them in adjusting to demand for holding a regular job. Over 95 percent of all prison inmates will some day be returned to society. It behooves us to provide them with the tools they need to make successful reintegration into the community possible.

Giving offenders the opportunity to learn a job skill while incarcerated does not equal being soft on crime. Rather it is one of the toughest and most effective crime prevention efforts we could adopt. Let us be committed to continuing to fund vocational education programs for prison inmates at the highest level possible, recognizing that every dollar spent to teach an offender how to work is money well invested and would yield significant returns for all of society people.

Senator **Pell**. Thank you. Mr. DiMartino.

STATEMENT OF JOSEPH DiMARTINO, CHAIRMAN, RHODE ISLAND STATE ADVISORY COUNCIL ON LIMITED-ENGLISH PROFICIENT STUDENTS, WEST WARWICK, RI

Mr. **DiMartino**. Senator Pell, Senator Cochran, I would like to thank you for asking me to come here to present testimony. The main point, the one point that I will be addressing is the issue of whether local control without Federal regulations or Federal oversight can actually limit many programs so the immigrant community can get adequate vocational training.

You probably notice that I speak English. I came about this position in a round-about way. I have six children, four of whom are adopted from outside the country. Two were adopted about three years ago from Guatemala and they were older, they entered grammer school, first and fifth grade when they came, so we were exposed first hand to English second level programs and since we had four other children in the school system, we also knew what other children got. And it was obvious that the group in the E.S.L. program did not get the same. They did not get comparable text books, they just did not, they were in larger class sizes, did not have what the other kids had.

As a result I became very angry with my local school board and did some research and discovered that it is not just my local school. I called the adoption agency we went through in Massachusetts and they placed older children throughout the northeast and in New York and they basically told me the first time a child is adopted into a community, an older child that does not have English as a first language, the parent of that child becomes the first advocate that that community has, if you think about it, it is pretty obvious the parents of the other children do not speak English, so it makes it kind of unique, so I found it was not unique to my town. It was a situation that existed throughout, at least of the northeast based on my limited context.

As a result, I got involved as I could, I was eventually asked to serve on the advisory counsel to advise the Commissioner of Education on matters concerning the local English population. I served for a while and was elevated to the chairman of that committee. However, as chairman of the council, of that advisory council, I was given a seat on the Vocational Education Priorities Committee.

The charge of the Vocational Education Priorities Committee in Rhode Island is to advise the Commissioner of Education on matters, on how to expend development funds that the State has under its control. So as a result of my involvement, subsequently I was elevated to chairman of the committee, so here I am as chairman of L.E.P. Advisory Committee, Chairman of the Vocational Advisory Committee both of which advise the Commissioner of Education.

As Chairman of the Educational Priorities Committee it became apparent, especially when this big study was done by U.R.I. to research what does the population in Rhode Island want from its vocational education programs and use that as a basis to fashion a request for proposals for the many various communities to request, compete for the many local funds but it is, you have heard it mentioned, demographics show that the future jobs, just filling replacement jobs as the baby boom population grows older is going to come from other sources, and those sources clearly are going to include our immigrant population.

My experience locally and as a parent trying to get a fair education for my children has pointed out that the local school boards, while they do many things very well, they do not serve the needs of the immigrant population very well at all. Let me give you one brief example that came to light to the L.E.P. Advisory Council that made us all very angry. The State of Rhode Island has a literacy set-aside program, the State funds are given back to the communities; the funds, there are strings on it, it has to be spent on kindergarten through third grade to enhance literacy and we all thought this was great, this was going to help the kids who do not speak English as a first language, and one large community in the State of Rhode Island used a portion of those funds in a particular grammer school to greatly reduce class sizes but for whatever reason, in their plan, they decided to reduce the class size for all the regular kids and they did not touch the E.S.L. class rooms, so that situation exists nearly all the time because local boards do not hear the complaints; they do not hear the complaints because the people do not speak English and they come from societies where you just do not question the government board. It just does not happen. In other words, they are not used to the freedoms that they have, they do not realize that you can get these complaints and get things done, and those that would complain are faced with a language barrier, so it is a very difficult situation and an argument could be made that this population more than any other population needs your help and your support. There needs to be some kind of a control on the local boards that will ensure that these populations are served, that the vocational programs are available to them, and that in so doing, we will be insuring a good work force for all of us, thank you.

[The prepared statement of Mr. DiMartino follows:]

PREPARED STATEMENT OF MR. DIMARTINO

As an adoptive parent whose children include several of foreign birth as well as biological children, I can bring a parental perspective on schooling that is much broader than most. I have been an advocate for a good education for all of my children.

In the fall of 1986 my newly arrived sons from Guatemala were enrolled in the first and fifth grade of an English as a Second Language program at one of our local public grammar schools. My wife and I were appalled to find that the schooling that these boys were receiving was significantly less than what our other children received.

My first reaction was anger at my school administration and our elected school committee for allowing a situation such as this to exist in our schools. But, after an investigation through International Adoptions, Inc., I realized that this problem existed in virtually all of the adoptions of older children placed through that agency. This is a significant number in that International Adoptions has placed thousands of foreign born children throughout the Northeast. The problem seems to exist everywhere.

Because of my concern with my children's education, I was willing to serve when the Commissioner of Education asked me to sit on the State of Rhode Island Advisory Council for Limited English Proficient Students. After a year of service on this board I was elevated to the position of Chairman.

As Chairman of the LEP Advisory Council, I was asked to serve on the State of Rhode Island Vocational Education Priorities Committee. It is the function of this Committee to advise the Commissioner in the expenditure of Carl Perkins Funding. In doing the work of this committee it became obvious that the immigrant population had lacked an effective advocate for years. I found the State Department of Vocational Education receptive to working toward an equal educational opportunity for the limited English population. We have made some small steps in the right direction. But, much more needs to be done.

While local school committees do some things very well, they do not do a very good job of seeing to the educational needs of immigrant children.

The reasons for this are rather obvious. The parents and children of this group do not speak English and therefore cannot make their concerns understood by local school boards. Also, most immigrants come from cultural backgrounds where dissent before government boards is just not done.

As a result of these deficiencies, any reauthorization of the Carl D. Perkins Act that does not have stricter requirements on the allocation of funds to this segment of our population will not be meeting the needs of this significant segment of our work force.

This group needs help from our government more than any other group of students, because this group has the most difficulty in presenting it's needs to the local governing boards. And, it's needs are greater than the general population.

Demographics show that this country's workforce growth in the near future will come from women and minorities including immigrants. If we are to provide for our society's future job needs, we must provide for a good educational opportunity for these immigrants.

This group needs the Federal Government's assurance of the availability of programs and funding to carry these programs out. I can tell you from first hand experience that if the Federal Government doesn't insist on this it simply will not happen. I ask the honorable members of this committee to consider this when deciding on the form that the reauthorization of the Carl D. Perkins Vocational Educational Act will take.

Senator PELL. Thank you very much indeed. Ms. Finamore.

STATEMENT OF FATIMA FINAMORE, PRESIDENT, SALON De FATIMA, MEMBER, RHODE ISLAND STATE COUNCIL ON VOCATIONAL EDUCATION, NORTH PROVIDENCE, RI

Ms. FINAMORE. Good morning, Senator Pell, Senator Cochran, my name is Fatima Finamore. I am a member of the Rhode Island State Council of Vocational Education and presently sole owner of two full-service hair salons. I am a graduate from this very same school, 1977. This June, 1989 I graduated from CCRI, I received my Associates Degree. I am happy to testify on behalf of the State Council on Vocational Education and I want to share my feelings with you as a student, as a citizen, and as a council member.

My family first moved to New York and Rhode Island at the ninth grade we moved to Providence. I was faced with a lot of problems, everything you said is so true. I did not speak English. Now that I speak it, now I can at least communicate a lot better than at the time. I went to a counselor because I was devastated, I wanted to drop out of school. I felt it was only choice I had. At the time the counselor suggested I come to this building see what I had as an option. I opted for cosmetology. I figured well, if anything, I can at least finish high school, maybe get a part-time job, at least I learn to do my own hair and that is how it all started.

I did not realize, of course, at the time how many doors will be opened for me in the future. As a student, I wanted so desperately to belong. English, not knowing English was difficult. It was a whole new environment. I was so young, insecure, immature, I did not know what I was going to do with my life. My family, even though willing, they wanted to help, they were not able to. They did not understand the American way, did not understand what this was all about.

The skill that I learned while in vocational school gave me pride in myself. It gave me, I cannot describe the pride I felt when I graduated from school, and not only had my high school diploma but also a certificate, I had a license of cosmetology, I was able to work. Granted I was a very motivated young person, but when I think back what good would that have done me if I did not have the opportunity to use it.

I feel that it is our job to reach people when they are very young. How different my life would have been if I had not gone to this school. As a citizen, I find that it is our responsibility. I find it my responsibility to give back to the community that gave me a lot. I do through as a Council member, doing community work and also by employing Rhode Island residents. I see so much money spent on welfare, and drop-out prevention. It is my opinion that a lot should go toward education in trade because you ultimately will drop out and the burden it places upon all of us. I personally would not mind spending my tax dollar on vocational education, because it teaches a student to be independent on them, not so much from my own experience, I think kids drop out because the normal desire to be independent are financially not able to do so. They feel that by quitting school, is going to solve their problem. You are realizing only a temporary solution, not a cure. Each student that finishes high school, especially those with trade is a tremendous value. If they become financially self-sufficient, then each of their values to societies are of equal value.

Finally as a council member, I would like to say that I admire the group of individuals that sit on the Council. They have taken time from their very busy schedule to try to help youngsters achieve a better future. I am amazed that the value of the Council is forever being questioned. It has been my experience that the Council helps tie it altogether. These are unselfish, dedicated individuals, getting together to help the State better service communities by trying to give a brighter future to our youngsters. It is our responsibility, our duty, our obligation to give these young people the future of our State and our nation the opportunity they deserve. For me personally, I have an obligation to give back to the State that gave me so much, my time and devotion to the Council which not only deserves the right to continue but must do so if the value we have achieved is to have real meaning. For me, without vocational education, none of the things I have achieved would have been possible.

Thank you for giving me the opportunity to tell you about my life and vocational education. It is my fervent hope that in the coming years, year after year, you will hear similar stories from others who have benefited from the continuation of the Council's efforts. Recently, while driving down the street, right in front of Classical High School, there is a billboard from Mayor Joseph Paolino and the headline reads, "Education is everybody's business." Education is students not only getting an education but also a skill that would last a lifetime. It allows those less fortunate the opportunity to become self-sufficient. Then, it is my opinion, that a self-supporting America, we all win.

[The prepared statement of Ms. Finamore follows:]

PREPARED STATEMENT OF FATIMA FINAMORE

Good morning Senator Pell, Senator Cochran and members of your staff. My name is Fatima Finamore. I am a member of the Rhode Island State Council on Vocational Education and sole owner of two branches of Salon de Fatima, which are full service beauty salons. I am a graduate of the Hanley Center and I graduated from the Community College of Rhode Island on June 4, 1989. I am happy to testify on behalf of the State Council and vocational education and would like to share some of my personal feelings as a student, citizen and Council member, with you.

My family came to this country from Santo Domingo, Dominican Republic in 1972 and originally settled in New York. When I was in the 9th grade my family moved to Rhode Island. There were many racial problems in school in Providence at that time. Toward the end of my 9th grade I was thinking seriously about dropping out of school. One of my counselors suggested that I should go to the vocational center at Hanley. I took his advice and I decided to take up hairdressing so that I could at least do my own hair and then I thought I could perhaps get a job after school and make some money. That is how it all started.

As a student, I wanted to "belong" in this society, but there were numerous difficulties. First, I had to deal with the fact that I could not speak English. Then there was the uncertainty of a whole new environment. I was young. I was insecure. I was concerned about where I was going and what I was going to do. My family was willing but unable to help because they did not know the American way and did not understand what I had to deal with in school.

The skills I learned while in vocational school gave me pride in myself. Pride in knowing that, all by myself, I could earn a living. No one could take that away from me. I recall the pride I felt that I not only received my high school diploma but at the same time my license to work as a hair stylist. I knew that some day I would go to college, but in the meantime I had doors open for me to earn a decent living.

When I think back and wonder where I would be today, I realize that no every student is as motivated as I was. But what good is motivation without opportunity. This is why I feel it is so important for us to try to reach youngsters to give them the same opportunity I had. I realize we can't get to all of them, but the opportunity should be there for those who want it. How different my life would have been if I had not gone to Hanley.

As a citizen and employer I used my vocational skills to give back to society some of what was given to me, not only by volunteering my time to the Rhode Island State Council on Vocational Education and other community work, but also by providing employment to Rhode Island residents.

I read so much about the cost of education and the money spent on welfare, as well as the money going toward drop out prevention. It is my opinion, that it should go towards skills training which ultimately would take care of our drop out problems. I would rather spend every dollar on education, particularly vocational education, for a teenager to become dependent, not so much on society, but more on themselves, so they can take pride in who they are and be self-sufficient at an early age. I feel this is a way to reduce drop outs and the burden it places upon all of us. I think kids drop out mainly because of their frustrations. They have the normal desire to be independent but are financially unable to do so. By quitting school, they have the notion that they can be free to work, not realizing this is only a temporary solution and not a "cure". Each student that finishes high school with a skill that they can enhance with further education, is of enormous value. If they become financially self-supporting individuals then each of their value to our society, is equally of enormous value.

Finally, as a Council member, I sit in the meetings observing and admiring the group of individuals on the Council who have taken time away from their very busy schedules to try to help youngsters achieve a better future. I am amazed that the value of the Council is even being questioned. It has been my experience that the Council helps tie everything together. These are unselfish, dedicated, individuals getting together to help the State better serve its communities by trying to give a brighter future to our youngsters. It is our responsibility, our duty, our obligation, to give these young people—the future of our State and our Nation—the opportunity they deserve

For me personally, I feel an obligation to give back to the State, that gave me so much, my time and my devotion to the Council, which not only deserves the right to continue, but must do so if the values we have achieved are to have real meaning. For me, without vocational education, none of the things I have achieved would have been possible.

Thank you for giving me the opportunity to tell you about my life and my vocational education. It is my fervent hope that in the coming years, year after year, you will hear similar stories from others who have also benefited from the continuation of the Council's efforts. Recently, I saw a billboard that stated a quote from Mayor Joseph Paolino which reads in part, "Education is everybody's business". Vocational students not only get an education but also a skill that will last a lifetime. It allows those less fortunate, the opportunity to become self-sufficient. Then, it is my opinion, that in a self-supporting America we all win!

Senator PELL. Thank you very much indeed for your very moving testimony. Just for the record, what country did you come from originally?

Ms. FINAMORE. Dominican Republic.

Senator PELL. Are there any other success stories among your colleagues at school that you know of?

Ms. FINAMORE. Yes, that I know of, yes.

Senator PELL. Of your other classmates, how many, in other words what percentage of your classmates would you say are meaningfully employed?

Ms. FINAMORE. I would be guessing, but I know quite of them are working. I do not feel that just because I happen to have my own businesses and I happen to employ people that I am more successful than they are, just the fact that they have job and can be self-sufficient, I feel that the job was done.

Senator **Pell**. Thank you. Ms. Natalizia, as you know, there is a one percent set aside for correctional vocational education as a result of my initiative. I was wondering how you see that work here in our own State. I have been through the ACI a good many times and feel so frustrated because as you point out, these are productive people who got started on the wrong road. The expense is tremendous, it is more than an Ivy League college education to keep a person incarcerated and I was just curious if you think that the programs are moving and improving adequately now and how they can better meet the need. There is certainly an improvement over a few years ago where the only occupation was license plates and the only place you could make license plates was the ACI. People who wanted to do the occupation they knew had no other place to go when they were released. I was curious if you felt how it is working here and also I am curious as to a statistic you did not mention, the percentage of people who are finishing their high school diplomas or getting their college credits were incarcerated. They should be included, I would think.

Ms. **Natalizia**. Let me answer the second question. Yes, there are certainly a number of people at the ACI, I would not be able to give an exact statistic, but there are many people who come to the ACI as inmates who through one program or another are able to do get their high school equivalency. In fact, the first inmate to receive his Associates from CCRI just was awarded his degree a couple of weeks ago. However, that is very difficult because it took the graciousness of the president of CCRI to bend many of his requirements. For example, he was not able to do the lab courses and other kinds of things that might ordinarily have been required, so the education program does provide people at least with the opportunity to get their basic high school equivalency or those who are not at that level to acquire some type of literature training and help them at least to be able to read and write.

In terms of vocational training that is available, as I indicated to you in my testimony, the Federal money that is provided, though a small amount, is helpful in that it allows for—the only vocational training that exists there, the few programs that do exist are primarily funded through the money that comes from the Federal government. The difficulty is, as you well know, the prison population is increasing so very rapidly that what few programs exist today, six months from now will be absolutely insufficient to immediate the needs of the population. As I indicated, at least 80 percent of people at the ACI have no, have not completed high school education and certainly that is indicative of the fact that they had very little in the way of any other kind of vocational training or have even held a job. So what there is certainly needs to be expanded.

Senator **Pell**. What percent of the vocational monies going to the ACI comes from Federal sources?

Ms. **Natalizia**. Almost all of it. Amazingly enough, I discovered only in doing my research, I spoke with the woman who is the Director of Industries at the ACI and she indicated to me up until this very year there was virtually no money in the State budget for vocational training for inmates, which is appalling and amazing to me and certainly something that I intend to look in to.

Senator PELL. Under our set-aside one percent of the voc. ed moneys do go to the ACI.

Ms. NATALIZIA. Yes, they do.

Senator PELL. Do you think we ought to move one percent to two percent?

Ms. NATALIZIA. I would be delighted if that happened. As I said, 10 years ago there were about 600 inmates at the ACI. There are presently upwards of 2,300 people at the prison, so that what $50,000 could buy even two or three years ago, it is certainly not buying it today. So to increased that set-aside would be wonderful and very important to have a set-aside mandated for this particular population because they are so often forgotten and anything given to them is considered to be something they do not deserve rather than considering it an investment in all of society's future.

Senator PELL. Do you go to the ACI yourself and view this first-hand?

Ms. NATALIZIA. Formally I did work directly inside the ACI. Even though I do not work inside the facility, at any point I have a lot of direct contact with inmates I would say in relation to that. A recent survey of several of the inmates who I am in contact with, about 25 or 30 of them in the various facilities asking them when they felt the major priorities and the top priority was the need for more rehabilitative programs at the prison and on the top of that list was need for job training. They want to learn to work, so they certainly eager to have that opportunity.

Senator PELL. My own belief is that public officials, public servants should at least every year or so, go through the ACI ourselves and see the atmosphere there in which you feel the frustration and the chilliness. Being in prisons in other countries, such as Latin American countries, Nicaragua, Cuba, Italy I have found that they have a warmer atmosphere—that's the only way I can describe it. Last year, I believe 10 percent of the adult educational funds now go to corrections education as a result of our recent reauthorization of the Adult Education Act. This was my initiative. Has that rubbed off here in Rhode Island?

Ms. NATALIZIA. Yes, it certainly has. As I said, unfortunately the way the State budget has looked for the past few years, there has been an emphasis or need for security and custody, all kinds of top priorities. If there is some money left over at the very end of the line, it will go toward education. It is very helpful, the Federal money, we need to have it at the State level. We cannot simply rely on what the Federal government will give. At this particular point in time in Rhode Island what programming exists, exists primarily because we have some Federal money.

Senator PELL. There is much creative potential which is just going to waste there. I would ask Mr. DiMartino if you feel the parental involvement on the part of limited English parents is adequate or how it could be improved if it is not adequate.

Mr. DIMARTINO. The involvement of parents in the limited English community is an issue that we have been wrestling with at the State level for the last two years, and on the advisory council, we were about to make a recommendation to the commissioner that the State of Rhode Island hire basically an advocate to work with the various communities in the State to help organize the parents, to help find out what their needs are; to give the parents the ability to do the things that we have discussed, what they just are not able to do. Go to the school board, go to P.T.A. meetings and meet with the teachers and those kinds of things. There is a very different lack of parental involvement in the English education for the obvious reasons that I mentioned earlier.

Senator PELL. Thank you, I would now ask Senator Cochran if he has any questions.

Senator COCHRAN. Thank you. I think the panel has really done a good job in explaining to the Committee that there are some special needs in society that need the special attention of Congress and this legislation. I think the most telling statistic I have seen at the hearings is in the testimony concerning the prison population which stated that approximately 80 percent of all prison inmates have less than a high school education. I think this is something that we need to think about more and how we deal with more effectively. Obviously, those who were not educated tend to commit crimes or get in trouble. Those who drop out of school and do not complete their education are going to be a burden on society, so I think we can invest dollars in a drop-out prevention program or career counseling, career-oriented training that gives the student an opportunity to achieve some success at an early age. Maybe they are not inclined to pursue a four-year college education or are not suited for that kind of future, but there are other options certainly better than prison and we ought to try to deal with that more effectively.

I think Ms. Bercuvitz gave us a very good argument, Mr. Chairman, for paying attention to the special needs that women have in the vocational education efforts and I think the illustrations were very impressive here in Rhode Island. These programs that are funded by the Vocational Education Act that are designed try to help improve opportunities for women are very impressive. I wonder if you think that without that kind of set-aside these programs would be developed by States. There is a lot of argument for flexibility. Are you saying that this is really critical, that States are not going to do this unless they have funds earmarked specifically for that purpose only?

Ms. BERCUVITZ. I am not questioning the good interest of people at the State level, but I think that it has been proved in the past, as I mentioned, that before Perkins, only .2 percent of States' funds were going toward displaced homemakers and supportive services and that is just not adequate. According to the 1980 census in Rhode Island, there were 55,000 displaced homemakers and 15,000 single parents and this has obviously increased tremendously, and as it is now, as wonderful as the set-asides are, the needs are barely met. There are always more people coming to ask for the services of the various programs as I am sure you can imagine, but I do not believe that there has been a commitment shown in the State, so I do not have any reason to imagine that there would be one shown in the future.

Senator COCHRAN. Thank you, Mr. Chairman.

Senator PELL. Thank you very much indeed. I would repeat that this hearing will be printed. If there are any people in the audience who are with us, who care to make a statement either in writing over the next couple of weeks or have a statement they would like to make now, we will be glad to hear it. Otherwise, we will terminate this hearing. There is a lady there who I think would like to say something. If you would identify your name.

STATEMENT OF SARA W. WEISS, REPRESENTING THE ASSOCIATION ON HANDICAPPED STUDENT SERVICE PROGRAMS IN POSTSECONDARY EDUCATION (AHSSPPE), PROVIDENCE, RI

Ms. **Weiss**. Thank you for giving me the opportunity to speak with you. My name is Sarah Weiss, I am engaged in Programs of Higher Education in Rhode Island, but today I want to represent or speak for ASHHE, the Association for Students with Handicaps in higher education. I was at one of these conferences last week and Jane Jerue, who is the executive director of ASHHE asked me to focus on two concerns that we have about the reauthorization of the Perkins Act and one of them is that we are concerned about the set-asides and we recommend——

Senator **Pell**. Before Senator Cochran leaves the room, I just wanted to express the gratitude and affection of all of us here, myself particularly for coming this long way and I know exactly how it drags on his time and I want to publicly express my gratitude.

Senator **Cochran**. Thank you very much.

[Applause.]

Ms. **Weiss**. I am speaking for ASHHE, which is the association, National Association for Students with Handicaps in Higher Education, and we have two concerns and I would like to recommend that the set-asides in H.R. 7 be reinstated for students with disabilities or those who are disadvantaged and we are also concerned that in the Act or the recommended Act, that the provisions in 504 seem to be weakened in favor of provisions in 94-142 and we would like to support strongly that 504 appears at this time to meet many of the needs of students with disabilities in higher education and we would like to support that and to encourage that its provisions be strengthened and not weakened, and thank you.

[The prepared statement of Ms. Weiss (with attachments) follows:]

PREPARED STATEMENT OF SARA W. WEISS

My name is Sara W. Weiss. I am testifying in behalf of the Association on Handicapped Student Service Programs in Post-Secondary Education (AHSSPPE).

First, I wish to thank Senator Pell, Senator Cochran, members of the subcommittee, and the staff for giving me the opportunity to testify at the Senate Subcommittee on Education, Arts, and Humanities on S. 1109, reauthorization of the Carl D. Perkins vocational Education Act. As an advocate and peer adviser for students with disabilities in higher education, my concerns reflect those of AHSSPPE and its Executive Director, Jane Jarrow.

AHSSPPE would like to see the "set-asides" for handicapped and disadvantaged students that are not included in H.R. 7 restored to the legislation. The AHSSPPE recommendation is based on the necessity for ensuring that the framers of the bill provide opportunities for individuals with disabilities as well as those who are otherwise disadvantaged. The "set-asides" prevent those two populations from being overlooked.

The second concern of AHSSPPE focuses on some confusion about the rights and protection that can be provided students with disabilities or the disadvantaged in postsecondary settings under Section 504 of the Rehabilitation Act of 1973. The framers of H.R. 7 seem to believe that 94-142 gives more protection and thus should be emphasized and/or expanded as the model for students with disabilities who are served with vocational education moneys.

AHSSPPE would like an opportunity to make a case for its belief that Section 504 of the Rehabilitation Act already offers ample protections and that limiting moneys to those served by 94-142 may prove both a logistical and fiscal nightmare for hundreds of programs across the country that currently use Perkins money in providing services to disabled students whoa re beyond special education (K-12).

Jane Jarrow, Executive Director of AHSSPPE would like an opportunity to be heard at one of the subcommittee hearings in July. Her address is:

Ms. Jane Jarrow, Executive Director
Association on Handicapped Student Service
  Programs in Post-secondary Education (AHSSPPE)
AHSSPPE Central Office
Columbus, Ohio 43221
(614) 488-4972

Where Do We Go From Here?

Based upon major changes occurring in institutions and student populations, declining enrollments, increasing demands for accountability, and competition for funds, disabled student services programs must take appropriate measures to secure their future. Funding and expenditures must be shown to have clear impact on the education of students with disabilities. Attention will focus on programs that provide a blueprint for organization and delivery of support services in a wide variety of campus settings.

Disabled Student Services providers should take these steps to prepare for the future:

- Develop an understanding of the institution and its mission
- Understand the politics of the institution and work within these realities
- Enlist the support of key institutional personnel
- Coordinate service provision with other campus programs
- Understand the student services philosophy of the institution
- Educate the institutional community
- Develop systems of accountability
- Do research regarding the impact of programs and services
- Strengthen professional identity

AHSSPPE

Association on Handicapped Student Service Programs in Postsecondary Education

The Association on Handicapped Student Service Programs in Postsecondary Education (AHSSPPE) is a nonprofit organization of persons from the United States, Canada, and other countries committed to promoting the full participation of individuals with disabilities in college life. The Association has been established to strengthen the professionalism of individuals who are involved with services for students with disabilities.

AHSSPPE was founded in 1978 to address the need and concern for upgrading the quality of services to students with disabilities in postsecondary education. The mission of the Association is to provide unique leadership, focus, and expertise for professionals. This mission is supported by the Association's commitment to:

- Communication
- Networking
- Professional development
- Training
- Research
- Advocacy

For Membership information contact:

Membership Director
AHSSPPE
P.O. Box 21192
Columbus, OH 43221
(614) 488-4972 (V/TDD)

Disabled Student Services

A Specialty in Postsecondary Education

What Is Disabled Student Services?

Disabled Student Services Programs have been developed on campuses nationwide to ensure that higher education environments are physically, programmatically, and attitudinally accessible. They may have different names (Handicapped Student Services, Office for Disability Services, Special Needs Office, Handicapper Services, and so forth) but their purpose is much the same. Such programs are organized to provide special assistance, appropriate services, and programs to ensure accessibility and to meet the diverse needs of college students with disabilities.

The needs of students with disabilities on college and university campuses have become a national concern in the last decade. It is estimated that approximately 35 million United States residents have various physical, learning, mental, and emotional disabilities. Since the passage of the Rehabilitation Act of 1973 and its accompanying Section 504 regulations, many disabled Americans have exercised their rights to higher education. As more students with disabilities enter colleges and universities, institutions are confronted with the challenge of providing programs and services that are most useful to this group.

What Services May Be Provided?

- Removal of architectural and structural barriers
- Counseling, advisement, orientation, and scheduling assistance
- Academic support services, including:
    - -- Adaptive Testing
    - -- Provision of educational materials in alternate media
    - -- Readers or Scribes
    - -- Notetakers
    - -- Sign language interpreter
    - -- Tutoring
- Educational assessment
- Inservice training for faculty and staff to facilitate their successful interactions with students with disabilities
- Adapted transportation
- Accessible campus housing
- And much more!

Who Provides Services?

Disabled Student Services staff are professionals employed to coordinate and implement the variety of services and accommodations needed by students with disabilities to successfuly pursue a postsecondary education. The educational levels of service providers range from B.A. to Ph.D. degrees, with backgrounds in Education, Rehabilitation, or Student Services being the most common field of study. Such staff are employed at public and private institutions alike.

Who is Eligible for Services?

Section 504 states that no otherwise qualified disabled individual can be denied access to, or participation in, any federally funded activity or program solely on the basis of disability. This congressional mandate established educational rights to all persons with disabilities. Every state in the nation has opened its postsecondary institutions to students with disabilities. Canada has responded with equal enthusiasm to the challenges presented by disabled individuals on campus, as have a number of countries outside North America.

Individuals who are protected under this statute include those with physical disabilities, sensory disabilities, learning disabilities, mental handicaps, emotional disabilities, and chronic health impairments. Moreover, individuals with temporary disabilities due to illness, surgery, or accident are eligible to receive support services through their institution's Disabled Student Services Program. On most campuses, such offices provide support services to all individuals with disabilities, including faculty and staff as well as students.

PUBLICATIONS

(Prices shown include postage and handling)

Annotated Bibliography of Information Sources: 4th edition
Members — $15.00
Non-members — $21.00

Assisting College Students with Learning Disabilities: A Tutor's Manual
Members — $17.50
Non-members — $27.50

Blindness/Visual Impairment Directory of Resources
Members — $3.50
Non-members — $5.50

How to Choose A College: Decision Making for the Student with a Disability
Seminar I — $25.00
Seminar II — $25.00

Life's Dilemmas: A Game for Learning Disabled Students in Postsecondary Education
Members — $29.95
Non-members — $39.95

Programming for College Students with Learning Disabilities
Members — $17.50
Non-members — $27.50

Reflections Through the Looking Glass
Members — $3.50
Non-members — $5.50

Support Services for Deaf/Hearing Impaired Students in Postsecondary Education: A Compendium of Readings
Members — $12.50
Non-members — $23.00

Support Services for LD Students in Postsecondary Education: A Compendium of Readings
Members — $12.50
Non-members — $23.00

Unlocking the Doors: Making the Transition to Postsecondary Education
Members — $5.50
Non-members — $7.50

Volunteer Reader/Taping Service Handbook
Members — $10.00
Non-members — $17.50

Conference Proceedings: circle year(s)
1977 1978 1980
Members /Non-members $3.25
1981 1982 1983 1984
Members $11.00 Non-members $21.00
1985 1986 1987
Members $12.50 Non-members $23.00

Make checks payable to AHSSPPE in U.S. funds and send to:

AHSSPPE
P.O. Box 21192
Columbus, OH 43221

AHSSPPE

Association on Handicapped Student Service Programs in Postsecondary Education

promoting equal access for handicapped students in higher education

WHAT IS AHSSPPE?

The Association on Handicapped Student Service Programs in Postsecondary Education is a multi-national, non-profit organization committed to promoting full participation of individuals with disabilities in postsecondary education. The Association's numerous training programs, workshops, publications, and conferences are planned and developed by its elected officials and governing board and carried out by the full time Executive Director and staff.

AHSSPPE was founded in 1978 to address the need and concern for upgrading the quality of services available to students with disabilities in postsecondary education. The mission of the Association is to provide unique leadership, focus, and expertise for professionals. This mission is supported by the Associations' commitment to:

— ADVOCACY
— COMMUNICATION
— NETWORKING
— PROFESSIONAL DEVELOPMENT
— TRAINING
— RESEARCH

THE AHSSPPE ADVANTAGE

PUBLICATIONS

Journal of Postsecondary Education and Disability — A quarterly publication that provides in-depth examination of research, issues, policies, and programs in postsecondary education.

ALERT Newsletter — Published six times per year, the **ALERT** keeps AHSSPPE members informed about Association activities, current legislative issues, innovative programs, etc.

Proceedings of AHSSPPE National Conferences — The **Proceedings** provide readers with information about the latest innovative programs, research, evaluation services, auxiliary aids, career information, and other vital information as presented by leaders in the field. **Proceedings** are available through the AHSSPPE office in Columbus, Ohio.

Annotated Bibliography — A compilation of sources essential to individuals who provide services for students with disabilities in postsecondary education. The **Bibliography** is regularly updated.

The Association provides to its members a variety of other publications dealing with specific issues and expressed interests in the field.

MEMBERSHIP BENEFITS

The Association has been established to strengthen the professionalism of individuals who are vitally involved with services for students with disabilities. As a member, an individual has access to information through the **ALERT** and **Journal** and benefits from the following:

- Employment Exchange: Names and addresses of job seekers and available positions are kept on file. Notice of openings are made available to interested persons.

- Membership Directory: The Directory includes names, addresses and phone numbers of more than 850 professionals who are members of AHSSPPE. Members' names are geographically cross-referenced and Special Interest Group affiliations are noted.

- Lending Library: The Association maintains a small library of media offerings appropriate for use in presentations re: service to students with disabilities. These resources can be borrowed by the membership at a minimal charge for postage and handling.

Annual Conferences

Each year AHSSPPE members and other professionals have the opportunity to meet at a national conference. The annual conference allows attendees to expand communication between professionals, attend workshops, and learn about issues and concerns affecting service providers and students in postsecondary education. The conference moves annually to a different part of the country, and is usually held in late July. Information on locations and dates for future conferences can be obtained from the Business Office in Columbus, Ohio.

Special Interest Groups

The Association has developed a communication network that addresses the needs of special interests within the organization. Each Special Interest Group (SIG) provides indepth attention to current issues affecting that group. AHSSPPE members are encouraged to be actively involved in any group which addresses their special interests. The Special Interest Groups include: Blindness/Visual Impairment, Canadian Programs, Career Planning and Placement, Community Colleges, Deafness/Hearing Impairment, Disability Studies, Independent Colleges and Universities, Learning Disabilities, TRIO Programs, and Women and Disability.

Training

The Association provides a wide range of training opportunities for professionals and consumers. **Faculty in-service** training regarding accommodations for disabled students can be arranged on individual campuses. Training grants from outside agencies have provided funds for training of large numbers of **support service providers** re: issues of service for students with disabilities. Workshops for **students, parents** and **educators** have been presented re: the recommended process for finding and selecting a college setting for students with disabilities.

Business Office:
AHSSPPE
P.O. Box 21192
Columbus, OH 43221
(614) 488-4972 Voice/TDD
Available in large print or tape by request

APPLICATION

____
(name)

____
(title)

____
(institution/organization)

____
(address)

____

____

(____)________________________
area code/phone number

Is there a TDD/TTY available at this number? ____ YES ____ NO

Please furnish important Association materials in
____ Standard Print, ____ Large Print ____ Taped format

MEMBERSHIPS

ACTIVE PROFESSIONAL

Any person actively involved working to enhance postsecondary educational opportunities for disabled students. An Active Professional is eligible to vote and to hold office. Annual dues: $60 ____

AFFILIATE

Any individual supporting the purposes, goals, and objectives of this Association and choosing to make their own contributions in less visible or time demanding roles. Affiliate Members may have voice but may not vote or hold office. Annual dues: $50 ____

STUDENT

Any person whose primary involvement with a postsecondary institution is that of being a student. A Student Member may have voice, vote, and hold office.
Annual dues: $25 ____

INSTITUTIONAL

Any organization or institution. Each member institution is entitled to appoint one individual who shall be an Active Professional Member, with all rights and privileges thereof. The member institution may appoint additional individuals to Active Professional membership in the Association at a reduced rate. Annual dues: $150; $30 for each additional member ____

Senator PELL. Thank you very much indeed. I look forward to wearing it.

Ms. CROWLEY. We thought you could jog in it.

STATEMENT OF RICHARD S. WEISS, MEMBER, EXECUTIVE COMMITTEE, RHODE ISLAND DEVELOPMENTAL DISABILITIES COUNCIL

Mr. WEISS. I am Richard Weiss, a council member of the Developmental Disabilities Council of Rhode Island, and I wanted to express the Council's feeling that the retention of the 10 percent set-aside for disadvantaged and disabled students be retained in the upcoming legislation. We believe it is most certainly one step on the way of achieving the integration and the productivity and independence of the disadvantaged, disabled population.

[The prepared statement of Mr. Weiss follows:]

PREPARED STATEMENT OF MR. WEISS

Mr. Chairman and Members of the Committee: My name is Richard Weiss. As a member of the Executive Committee of the Rhode Island Developmental Disabilities Council, I appreciate the opportunity to talk to you on behalf of our organization about the reauthorization of the Carl D. Perkins Vocational Education Act (S. 1109).

Our primary concern is the elimination in H.R. 7 of the ten per cent set-aside for the "excess cost" of delivering services to students with disabilities. We very strongly recommend the retention of this provision which provides opportunities for the disabled population to share in the benefits of vocational education programs and services. The continuation of this set-aside will enhance the contribution the Carl D. Perkins Vocational Education Act can make toward achieving the independence, productivity and integration of our developmentally disabled population.

Senator PELL. Thank you very much for your statement. This lady in green.

Ms. Linda DiCicco, Chairman of the State Advisory Committee for Special Education and I would like to comment on the fact that we feel that the handicapped population has no accessibility to the vocational education programs. What we have—what I have seen in a survey done by the State was that about a high number, like 95 percent of the handicapped individuals who are in vocational education are learning disabled, leaving the physically disabled, the mentally retarded and the mentally ill totally out of the picture. We would like to have some recognition given to the fact that these programs are not accessible for the handicapped to be educated, to be heavily sufficient.

I do like what Mr. Sweeney from the Superintendents' Association said about Chapter 2 type of allocation versus the 10 percent set-aside which we feel is not enough money to make these programs accessible to the handicapped. The handicapped children do constitute 15 percent of the school population, so I do not think that this is a fact that should be ignored.

[Additional material for the records follows:]

11 Chalonar Court
Cranston, Rhode Island 02921
July 27, 1989

Sen. Claiborne Pell, Chairman
Subcommittee on Education, Arts and Humanities
United States Senate
418 Federal Building
Providence, Rhode Island

Senator Pell:

I briefly addressed the reauthorization of the Carl Perkins on July 7, 1989. This letter will complete the testimony.

I am the parent of 3 handicapped children, a Brown University student and the Chairperson of the State Advisory Committee for Special Education in Rhode Island.

As I previously testified, the delivery of Vocational Education services to the handicapped community is not equitable. I quoted Rhode Island statistics with over 90% services going to the Learning Disabled category (mild to moderate). Very small percentages (1 - 2%) are mentally retarded, behaviorally disordered and "other health impaired". The deaf population is totally unrepresented. These figures are from the 1988-1989 census which were just made available.

The first thing I have to say is that I am very pleased to live in a state where I have access to such figures whenever I request them. An analysis of such figures indicates the following issues of accessibility:

1) assessment and planning for handicapped children - a cross-referencing of agency responsibility in each of the following Federal Acts: Carl Perkins for Vocational Education, P.L. 94-142 for Special Education, and P.L. 99-506 for Vocational Rehabilitation would be a basic in addressing this. (See attachment #1 for suggested wording.)

2) adaptive curriculum for handicapping conditions: a national curriculum data bank addressing this specific category, drawn from federally funded Vocational facilities is suggested as a base for approaching this problem.

3) effectiveness of funding - I have some difficulty fitting a 10% set-aside for education of handicapped in with the fact that 15% of the educational population is handicapped students, especially given the fact that accessibility to programs has a cost factor. This is beyond doubt the heaviest factor in why the statistics I gave cannot change.

To summarize, I strongly support the testimony of Mr. Thomas

Sweeney, member of the Legislative Corps of the American Association of School Administrators. I feel his proposed solution to the funding situation best addresses the effectiveness problem I bring up. His insight and solution are both admirable.

There is presently no mechanism for vocational assessment and planning with a coordination of services for handicapped children. This is, in my estimation, the first step we must take before we proceed any further. Then adaptive curriculum needs to be in place to ensure best results for our children. I look forward to the day that parents can envision a path to self-sufficiency for their handicapped children, rather than the pain of dependency.

Submitted by:

Linda DiCecco

Linda DiCecco
Chairperson, Rhode Island State
Advisory Committee for Special Education

ld

R.I. DEPARTMENT OF EDUCATION
VOCATIONAL EDUCATION 1988-89 STUDENT CENSUS
R0890714: REQUEST FROM THE R.I. SPECIAL EDUCATION ADVISORY COMM.

DATE: 07/14/89
PAGE 1

COUNT SPECIAL EDUCATION STUDENTS BY IEP AS OF: JUNE 30, 1989

VOCATIONAL FACILITY	I.E.P. A	B	C	D	E	F	H	I	J	K	TOTAL
Central Voc-Tech	0	0	1	1	64	0	0	0	0	0	66
Chariho Voc-Tech	3	4	0	1	45	0	0	0	1	0	54
Cranston Voc-Tech	2	1	1	9	90	0	1	1	0	0	105
Davies Vocational School	1	3	0	0	100	0	0	1	0	0	105
East Providence Voc-Tech	0	0	1	0	76	1	0	0	0	0	78
Newport Voc-Tech	0	0	1	0	30	0	0	0	1	4	36
Warwick Area Vocational	5	0	0	0	48	0	0	1	0	0	54
West Bay Voc-Tech	3	2	0	0	90	0	0	1	0	1	97
Woonsocket Voc-Tech	0	0	0	0	47	0	0	0	0	0	47
TOTAL	14	10	4	11	590	1	1	4	2	5	642
%	.02	.01	.00	.01	.91	.00	.00	.00	.00	.00	.100

CODE LIST:

A = BEHAVIORALLY DISORDERED
B = MENTALLY RETARDED
C = ORTHOPEDICALLY IMPAIRED
D = OTHER HEALTH IMPAIRED
E = LEARNING DISABLED
F = DEAF-BLIND
G = HEARING DISABLED - DEAF
H = HEARING DISABLED - HARD OF HRG
I = SPEECH DISORDERED
J = BLIND AND VISUALLY IMPAIRED
K = MULTI-HANDICAPPED*
*(NOT SEVERELY/PROFOUNDLY RETARDED)

R.I. DEPARTMENT OF EDUCATION
VOCATIONAL EDUCATION 1988-89 STUDENT CENSUS
R089714B: REQUEST FROM THE R.I. SPECIAL EDUCATION ADVISORY COMM.

DATE: 07/14/89
PAGE 1

COUNT SPECIAL EDUCATION STUDENTS BY AGE ACROSS GRADE AS OF: JUNE 30, 1989

AGE	GRADE 09	10	11	12	TOTAL
14	4	0	0	0	4
15	14	16	0	0	30
16	16	93	27	0	136
17	2	79	111	20	212
18	0	17	79	94	190
19	0	0	19	42	61
20	0	0	1	6	7
21	0	0	0	2	2
TOTAL	36	205	237	164	642
%	.05	.31	.36	.25	100

Testimony to Sen. Pell
Submitted by L. DiCecco
July 27, 1989

ATTACHMENT #1

*** STATE ADVISORY COMMITTEE ON SPECIAL EDUCATION
RECOMMENDED SPECIAL EDUCATION REGULATION FOR Vocational/career assessment/planning.

For a handicapped student, no later than the 9th grade or 15th birthday (earlier if referred for a prevocational program), vocational/career assessment and planning shall be obtained.

Referrals will be initiated by the Multi-Disciplinary Team, guidance personnel, school nurse, or parent. Written consent of parent or guardian is required.

Referrals will be made to Vocational Education guidance counselor (coordinator or assessor), and/or Vocational Rehabilitation counselor.

At the time of referral, the Local Education Agency will be responsible for providing the following:

- available medical information
- educational/social information
- psychological, speech/language information
- prevocational assessment and prevocational programming results, and
- any other relevant information.

At the time of referral, Vocational Education will provide:

- prevocational design and experiences
- vocational guidance
- design of specific vocational and related academic programs for students with mild to severe handicapping conditions, and
- alternate vocational education programs.

(Refer to Carl Perkins Act and Vocational Education regulations, amended 1989).

For students eligible for Vocational Rehabilitation and/or Services for the Blind (hereafter referred to as Vocational Rehabilitation), Vocational Rehabilitation will provide:

- evaluation
- services to family members
- supportive and adaptive services, and
- yearly consultation with MDT on career planning.

The students will be maintained in the programs provided by the Local Education Agency. At least yearly, Vocational Rehabilitation will educate appropriate school personnel on goals and objectives, explain eligibility, encourage referrals, and identify students potentially needing Vocational Rehabilitation services.

Based on assessment, the MDT with Vocational Education and/or Vocational participation (whichever is appropriate), will recommend vocational planning to include short and long term goals derived from vocational career assessment, as well as appropriate activities of daily living skills objectives. Within 60 days, the IEP and IWRP (Individual Written Rehabilitation Program) then written, shall set goals for functional skills for employment, daily living skills (job/independence oriented) and transition from Special Education setting. During the student's final semester, a meeting of MDT with Vocational Education and/or Vocational Rehabilitation will be held to coordinate an appropriate transition to further career development.

The above section shall not preclude a handicapped student from remaining in an academic track when eligible.

STATE OF RHODE ISLAND AND PROVIDENCE PLANTATIONS

PERMANENT ADVISORY COMMISSION ON WOMEN
West Exchange Center
67 Cedar Street, Suite 210
Providence, RI 02903
401-277-6105

TESTIMONY
CARL PERKINS REAUTHORIZATION
Senator Claiborne deB. Pell
July 7, 1989

The Permanent Advisory Commission on Women in Rhode Island is dedicated to increasing opportunities for women and their children to improve their standard of living. The ACW supports programs that will make it possible for women who are single parents to raise their children, attain and maintain a standard of living well above the poverty level.

Studies indicate that the feminization of poverty in our country has reached an all time high. Today, families maintained by women account for 16 percent of all families in the U.S. Nearly 40 percent of the American poor are children and over half of them live in women-headed families. Statistics for black and Hispanic women and their families living in poverty are even more bleak. It is estimated that by the year 2000, nearly all of the poor will be women and their children. (1) The ACW supports any programs that will prove these statistics wrong: that will reverse this trend and eliminate the increasing numbers of women-headed families living in poverty.

The ACW recognizes the complexity of this task: the elimination of poverty among women. Education and training are the most critical components in any programs that seek to encourage self-sufficiency among women and families on welfare. The Advisory Commission for Women in Rhode Island has worked very closely with the sex equity coordinator in Rhode Island and we are knowledgeable of the sex equity and single parent programs funded through Perkins. The girls and women who have participated in these programs, many of whom are low-income AFDC recipients, have gained enormous benefits through the education and training provided by these programs. For so many women, these programs have meant the difference between state dependency and economic self-sufficiency.

The programs for single parents and displaced homemakers in Rhode Island have been designed to provide comprehensive services so that the entire range of educational and vocational needs of women can be met. In this year alone, the Perkins-funded programs are serving almost 1500 single heads-of-household. This means that 1500 women, who would otherwise not be receiving these services, are participating in educational programs and/or job training.

The sex equity programs in Rhode Island funded by Perkins are visible and very successful. New Careers for Women at the Community College of Rhode Island, for example, has succeeded in enrolling hundreds of women in high-technology training programs at CCRI. These are women who now have the opportunity of working in fields which are non-traditional for women, fields that are much higher paying and offer more upward mobility than most traditional female jobs.

The Advisory Commission on Women is well aware of the opportunities available to girls and women in Rhode Island as a result of the Perkins Act. We feel very strongly that if the sex equity and single parent set-asides are not maintained at least at their current levels, it will mean a loss of educational and training programs for those Rhode Islanders who can least afford to be without these services.

The ACW supports programs that will provide incentives for women to receive training and eventually reach self sufficiency without reducing their ability to care for themselves and their families.

Sue Barker, Executive Director

1. Ruth Sidel, Women and Children Last (New York: Viking Penguin Inc. 1986). P.xvil.

Senator Pell. Thank you very much for your statement, and thank the audience for their patience and at this point this hearing is adjourned. The next hearing of the Committee will be in Washington, DC.

[Whereupon, at 11:50 a.m., the Committee adjourned, subject to the call of the Chair.]

REAUTHORIZATION OF THE CARL D. PERKINS VOCATIONAL EDUCATION ACT

MONDAY, JULY 10, 1989

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES OF THE
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Vermont.

The subcommittee met, pursuant to notice, at 9:00 a.m., at the Vermont Technical College, Randolph Center, Vermont, Senator James M. Jeffords presiding.

Present: Senator Jeffords.

Senator JEFFORDS. I am going to call the hearing to order here. We have a nice group of witnesses this morning which I am very pleased to have with us to talk about a very important subject, vocational education, and also I want to just make some general comments upon education and the needs of the country to start off with.

There has been a recognition nationwide that our educational system needs to be reexamined in many areas in order to deliver to the country the kind of workers and skilled people that will allow us to maintain and improve our competitive edge in the country, in the world rather, and that it is at this time where we are talking about the reauthorization of the Vocational Education Act that it is imperative that we reexamine the role of vocational education in our society and the nature of the education that is being delivered presently by the vocational education system in the country.

We are finding not only nationwide but here in Vermont that in many areas the vocational education system does not appear to be serving the kind of goals that we envision in a modern society. We have serious image problems with vocational education where it has become the place where people who are not going to go to college or perhaps are not going to go on to higher skilled training or whatever are sort of put into orbit, at least that's the image. Whether it is true for not varies from area to area. But I know even in Vermont we have some vocational educational schools that are having a very difficult time in getting a sufficient enrollment to even justify the existence of the schools.

That has to change. One of the changes in the House bill which has passed is to change the name, at least then try to change the image. But what has also become apparent is that the business community is very alarmed and aware of the need for improvements in the educational system.

The first group of people that I met with this year were businessmen, were CEOs from Fortune 500 companies, and I expected that they would talk about mandatory this or mandatory that or the problems of business in the government, etcetera. They wanted to know what we were going to do about increasing the amount of money for Headstart which was kind of a surprise to me, but their feeling was that if we do not have as the demographics indicate we may not have a sufficient number of workers and in particular skill, workers to take care of the job needs of this Nation, that we will not be able to maintain our competitiveness nor will we be able to have the kind of products to be able to sell around the world to maintain the standard of living for all of us in this Nation.

In addition to that, just recently John Akers who got his start in Rutland, Vermont, as an IBM typewriter salesman who is now CEO of IBM is the head of the educational division of a group set up by the President to try and take a look at the educational needs of the country and what we are providing.

The hearing today is to take a look at vocational education. The House bill has already passed. It does make some substantial changes in vocational education, including the name of the act, talking about technical education instead of vocational education. It does have some restructuring of funding and goals and all so it is something that I would like to have comments on.

The Senate will be also getting into its own version of the Vocational Education Bill. I am on the committee, subcommittee and committee that will be doing that so I am very interested in what the views of the people in Vermont who will be dealing with the law will have. I am hopeful that when the day concludes that I will have a good idea of what your thoughts are and we have an excellent group of witnesses as to what needs to be done in Vermont. It is not going to be easy. It is not only do we have to take a look at the curriculums and the goals of vocational education this time but we also have a serious need in teachers, a lack of teachers to upgrade skill levels in the sense of the types of skills that we are teaching in the schools.

We need equipment which is expensive and at the same time our communities not only here but throughout the country are rebelling against the higher cost of education as we have seen in this State with a number of towns turning down school budgets because of the higher cost of education. And yet the national need is so great that we must go forward. What role a business community should take in vocational education is another area that is of very substantial interest.

We are having now businesses adopting schools throughout the country and things like that which are assisting in some regard. But it is a time for reexamining the vocational education system and to make sure that what we do here in particular in Vermont will provide the skills to our young people and make it relevant so they are not bored and so they feel that what they are doing in their classrooms is going to mean not only a job but a highly paid job and that is certainly what the goal ought to be.

So with conclusion of those opening remarks I would like to call the Commissioner of Education, Mr. Mills. Glad to have you with us and deeply appreciate you being here. I guess you can just sit at the corner of the table here.

STATEMENT OF RICHARD P. MILLS, COMMISSIONER OF EDUCATION, STATE OF VERMONT

Mr. MILLS. I guess I want to begin by commending you for that very thoughtful and really quite comprehensive statement about the issues that are there. I guess I want to begin with a personal story.

A little more than a year ago when I became Commissioner of Education I worked along with the State board and the legislature very hard, very intensively on a new vocational spending formula for Vermont. We worked very hard together and we got it. But as I concluded that effort I had to realize that it was essentially more money for the same system. I told the vocational educational leadership in the State after that was over that I felt that we had all been playing defense and while it was a necessary thing to do at the time and a fight that was well fought I think we ought not to ever do that again, that we ought not to be on defense, we ought to be on offense, and if I could say anything to you it would be that I would urge you to take the same posture.

Vermont, like many, many other States around the country, is writing a new blueprint for job oriented education. We are not thinking about what is but about what could be and what should be and what can be. Our effort here in Vermont goes under the name of a commission called Getting Ready to Work. It is a commission that the governor has launched and you are going to hear from a number of people, Kathy Hoyt, for example, my colleague, is also a member of that as is our host here at the college.

You are going to find parallel efforts in many other States under different names. Your leadership on this reauthorization makes you a partner and a vital partner in that enterprise not only in Vermont but all across the country.

The comments that I would make are drawn from my immediate perspective here. Why should we be writing a new blueprint, whether at the Federal level or the State level. I think it's very simple. We intend to build something very different from what we have. I would like to describe to you what I think Vermont's problem is and I think it is the Nation's problem as well.

Vermont's work force in the future and even right now is going to require skills that too many of our high school graduates just do not have and it is worse than that. The work force requires skills that many who are already working do not have either. We know that every job worth having requires continuous retraining. We have a system, however, that is largely based on the idea that initial training is enough. Our economic competitors are not caught in that trap, they are investing heavily in retraining. We are not.

Another aspect of the problem is that general education, vocational education, technical education, the transition from school to first job, the opportunity for retraining, all of these are elements that should work together if we really are going to enable Vermonters to get and to renew competitive skills. In fact, those pieces do not work well together. It is not enough to have a good vocational system or a good retraining system or good school-to work transition programs someplace and I know you have been involved in one very, very heavily, Jobs for Vermont Graduates. It is not enough to have each of these pieces working well. The pieces have to work well and then work well together.

What we intend in Vermont, and I think you share this, is to build a system that is driven by a vision of economic reality, by a firm grasp of what graduates need to know and be able to do, by a commitment, and this is important, by a commitment to make whatever structural changes are necessary to deliver results.

Now, some principles that I would offer that I think we both should follow. I should follow them where I sit and it would help a great deal if you would see to it that people at the Federal level could follow them too. I think the first one is that we should encourage joint ventures and we could do that by making it easier to pool funds from Carl Perkins, from the Job Training Partnership Act, from adult education, and from elsewhere. The issue should not be how do we run this particular program but how do we make Americans, how do we make Vermonters more productive, more skillful, more innovative through training and education.

Here in Vermont I look around and I see members of the business community, members of higher education, several commissioners, several different agencies and State government, many local people, all willing to put aside the current practice, all willing to do it a different way. You are going to find that spirit all across the country. This is not a time to protect. It is a time to think anew.

A second principle would be to provoke innovation by providing venture capital and demand high standards for the use of that venture capital. Here in Vermont as you know the legislature provided four $25,000 grants to vocational schools as merit awards. So often in education you get the money whether you do the job or not. Those four vocational centers got the money because they delivered the goods. There were targets set and they achieved then. I never felt better about the expenditure of public money than when I participated in handing out those checks.

A third principle is that we should both compel attention to the skills that really count and you can do that by a whole host of things, by investing in the curriculum that bridges academic and applied skills, that keeps the infrastructure strong. I guess the point I am making is that the separation of skills and youngsters—into academic on the one hand and vocational on the other is dangerous nonsense and I sensed in your opening remarks that you have a profound understanding of that.

The fact is that everyone has to work and everyone has to think. Everyone has to have a high level of competence in mathematics, in writing, in thinking, in problem solving, and we cannot afford to continue to pretend that you can separate programs and children into one category or the other. I think vocational programs in this State and vocational programs around the country have been tarnished because we have sent to them youngsters that are simply not prepared because they are not prepared in the simple academic skills. They cannot do well in the real vocational program and they cannot do well on the job.

The fourth principle—and there is only two more—is this. I think we should both encourage authentic measures of performance. I do not mean performance measures of how many hamburgers served variety. We have to stop thinking in terms of how many people were serviced. How I hate that word. How many people were serviced. We have to ask instead what can they do when school is out. We have to stop thinking about categories of people and find ways to strengthen the ties that bind all of us into one society. It is difficult to say this but I do not think we need so many separate categories of funding. That is a way that honors process rather than performance.

Instead you should really put it to the States. Ask the States to define their performance targets in terms of the skills that the employer and the student and the community demand and then ask the States to show the results. Ask then to prove it and then let some money hang on the outcome. I think you would see performance then.

And the final principle is we both must find ways to deregulate for high performance. The governors said that in their report in 1986 called Time for Results. The National Center for Education and the economy said it this year in their report called To Secure Our Future. The Congress said it in the debate over reauthorization of Chapter 1. We have to both of us allow flexibility, flexibility in the regulations provided, provided that the States and the local schools actually deliver the results.

What I am saying in plain language is this. In Vermont we are trying to reshape the system for very high performance. The task is great and we are few and as the saying goes here in Vermont we have a lot of hay down and we could use some help. I think that you can help best in your leadership position by working with us and we want to work with you to put some of these principles that guide our work into the Carl Perkins Act. And again, I really want to thank you for coming here.

Senator **Jeffords**. Thank you very much for your very thoughtful statement and it is an area that I am deeply concerned about as I hope I let everyone know to start with. I would like a little bit more of an overview of what is going on in our vocational schools in Vermont in the sense of I know I am concerned because I come from Rutland and I know the vocational education in Rutland is on the verge of almost closing down because of lack of interest of students and I am wondering whether or not they can afford to keep it open with so few being interested. Is that a problem elsewhere in the state? Is it Rutland alone? And what can you tell me as to what the State is going to try in these areas to specifically attract more students to be interested in the institutions?

Mr. **Mills**. Well, it is certainly not Rutland alone but you do not see the same picture everywhere. In some of the 16 centers the enrollment has gone up quite dramatically. In Rutland the situation is that enrollment has declined. The way the funding system works, once the decline begins it is very hard to arrest it because the fixed costs become shared among fewer and fewer students.

I do not think—what are we doing about it. I have been to Rutland myself to talk with the board, I have sent teams of people, the State Board of Education will meet in Rutland in August to talk with them about this and other problems. It is partly a matter of money but it is not money alone. It is a matter of coming to grips with what will our youngsters need to know and be able to do on the job and if we look at it as a vocational problem alone we will not solve it. Vocational education as you said in your opening remarks has been labeled as I cannot remember your exact words——

Senator JEFFORDS. I cannot either so go ahead.

Mr. MILLS. We will both make it up.

Senator JEFFORDS. Right.

Mr. MILLS. Vocational education has become—very frankly, some people have acted as if it is not a first rate, not a first rate opportunity. I think some people have tended to act as if it is a dummy act. That is absolutely a disastrous situation, disastrous attitude. Our economic competitors do not have that attitude toward vocational-technical education. We cannot turn that around by putting more money into it. We have to turn it around by getting the incentives right, getting the curriculum right, measuring performance, recognizing performance, rewarding it. All of those things Vermont has been doing. I do not think we yet have begun to do all that we should.

Senator JEFFORDS. What about the business community and what is going on in trying to get a tighter coordination and cooperation in the business and where do we stand as far as the availability of relevant equipment in schools to train?

Mr. MILLS. The business community has really emerged in an impressive way in the last couple of years in education. On the Getting Ready to Work Commission there is very strong representation from the business community. There is a major poll about to be taken on behalf of the business community and in part that will deal with work issues and vocational issues.

The Vermont business round table has a very aggressive agenda for educational reform. I participate with them. They participate with me. On the specific issue of equipment, that one I think I am going to defer to Gerry Asselin, my vocational director. I can give you kind of a general answer. My general sense is that we can probably never afford state of the line equipment. Because if Vermont is going to be a world class player in education we are going to have to be able to change and shift very, very quickly. That means that we have to train students and educate students on essential school, essential academic schools and job skills and then link hands with the work place, you see examples of that right here on this campus. I think that is probably the best answer I could give you.

Senator JEFFORDS. I deeply appreciate your help. Just one last question. You have taken a look at the House bill?

Mr. MILLS. Yes, I have.

Senator JEFFORDS. And it is less set aside and more flexibility in some regard. Do you have any particular comments you would like to make relevant to the present act and the House bill as to whether or not you think it is an improvement? Of course, there is some things on funding there that may impact Vermont adversely but outside of that.

Mr. **Mills**. Well, I cannot let that aside go. There was some initial concern on our part that Vermont would lose a significant amount of money. We depend on grants to the States to provide leadership in curriculum. We depend on Federal money to provide the foundation through the 16 vocational centers and the idea that all the money would be driven down to the local communities or the vast majority did not seem quite appropriate to Vermont. We had a good deal of help from Congressman Smith on taking care of that part of the problem.

The general thrust of the idea though I appreciate. The idea is that, you know, now is the chance to do something new. I think we can rub the rough edges off between now and then. I will say one last thing.

The speed with which we are going on this is of concern. This is a major, major opportunity. Given the fact that the States, not just Vermont but all the States have worked so hard to rethink the way vocational technical job-oriented education goes we should make sure that we do not get out of sync with one another. It is a different world than it was 15, 20 years ago.

[The prepared statement of Mr. Mills follows:]

[At time of printing, the information referred to was not supplied.]

Senator **Jeffords**. Very much so. Thank you very much. I deeply appreciate your coming.

I deeply apologize to President Clarke. I whipped right into the commissioner here first without giving him an opportunity but as you are coming up, and please do, I would just like to say that you are a positive note, Vermont Technical College is a real positive note in this whole area and I am deeply impressed with the comments I get from the business community and other educators about what you are doing here. You are certainly a bright spot in this area and that is why we are here to let everybody know that as well as I wanted to personally commend you for your efforts here and the efforts of all of those people here at Vermont Technical College. Please proceed.

STATEMENT OF BOB CLARKE, PRESIDENT, VERMONT TECHNICAL COLLEGE

Mr. **Clarke**. Thank you. Senator Jeffords, as you well know efforts are team efforts and there are many people in Vermont that work very hard to achieve and on the Vermont Technical College campus there are many people that do a tremendous amount of work. Sometimes the leader gets a little bit of the glory because of that but it is not because of me, it is because of the many fine people that we have working here.

Senator Jeffords and honored guests, it is my pleasure to welcome you to Vermont Technical College. We are extremely pleased that Senator Jeffords has chosen this site for a formal field hearing by the Senate Education, Arts and Humanities Subcommittee to discuss the reauthorization of the Carl D. Perkins Vocational Education Act. The U.S. House of Representatives recently passed H.R. 7 overwhelmingly, their version of the Carl D. Perkins reauthorization. There are many items that are contained therein that are very positive steps. Some of these include the first tech prep. This is the formal secondary-postsecondary articulation process that we began in Vermont over four years ago. Congressman Ford has been working very hard on obtaining passage of this legislation and we think that this type of interaction and communication should be supported and strengthened.

The second issue that was included was continued funding for sex equity. Continued funding was included for sex equity programs such as the Women in Technology program that is housed at Vermont Technical College. This is a State wide program designed to promote science and engineering as viable careers for young women. Coincidentally. Seventy-five young girls will be spending this week at our campus for a science and technology summer camp. This is one aspect of a program that has been funded in large part through Carl Perkins funds. We were very pleased when the Women in Technology program last year was selected by the American Association of University Women as the outstanding progress in sex equity program in the United States.

Postsecondary funds. The continued recognition that for many postsecondary technical education is essential for both personal and career objectives and for meeting the needs of industry is important. Each State would determine the percentage distribution between secondary and postsecondary funds but there is a realization that postsecondary education is critical.

Elimination of targeted matching funds. H.R. 7 specifically eliminated targeted matching of many funds. This is a very positive step in reducing effective programs and reducing regulatory complexity. While there are many positive positions I hope the Senate will include them in their reauthorization.

I also have a concern about what is not included. Specifically the elimination of the set-asides for the disadvantaged and handicapped population could have a severe negative impact for those students most in need. We must ensure that all students are supported in reaching their fullest potential. My fear is that without the set asides many States will not continue to fund services to these needy students. I am sure that today's hearings will be positive and constructive. As was noted by Commissioner Mills the Getting Ready to Work Commission is also working and will be meeting on this campus today developing our blueprint for the year 2000 for Vermont.

Vermont is indeed a very unique place. We are on the leading edge of many innovative developments in education at the secondary level and the postsecondary level. Vermonters are vitally concerned with improving the services to students and isn't that what education is all about. Thank you.

[The statement of Mr. Clarke follows:]

[At time of printing, the information referred to was not supplied.]

Senator **Jeffords**. Thank you very much. Very excellent statement and deeply appreciate the opportunity to be with you here today.

Next I am going to call up the group of four, Gerry Asselin, Kathy Hoyt and Jeanie Crosby and Joe Patrissi. And if you will all come up we will take you on together and we will let each of you make your statement and then I will reserve questions until each has had an opportunity for a statement. Gerry, why don't you go ahead.

STATEMENT OF GERARD ASSELIN, DIRECTOR, ADULT AND VOCATIONAL-TECHNICAL EDUCATION

Mr. ASSELIN. Thank you. I am Gerry Asselin, State Director with the Vermont Department of Education. I am very pleased to have this opportunity to share with you, Senator Jeffords, my thoughts regarding vocational technical education in Vermont, especially as the Carl Perkins Act relates to Vermont programs and services.

Senator Jeffords, I am very, very aware and appreciative of your efforts as a congressman on behalf of job training programs and I am convinced that Vermont education will benefit substantially from your continued interest in the Senate through your work on the Senate Education, Arts, and Humanities Subcommittee.

The four million dollar allocation to Vermont under the Carl Perkins Vocational Education Act representing about ten percent of our budget for vocational education at the secondary school level has had a significant impact on programs and services offered at our 16 area vocational centers.

Additionally the act has bolstered our consumer homemaking programs in regular high schools, has worked in partnership with the JTPA programs to provide adult training programs, has supported community based organizations to serve single parents and homemakers and has benefited programs in postsecondary vocational-technical schools especially here at Vermont Technical College, at Community College of Vermont, and at other public and private colleges.

One needs only to walk into any of our vocational centers to readily observe the impact of the Federal Carl Perkins Act. In Vermont we have focused the Federal funds on updating of curriculum, on training and retraining of teachers, and on modernizing equipment. In addition to giving recognition to the improvements planned and put in place by our local educators, I would like to very briefly cite some examples of State wide projects made possible through the Carl Perkins Act.

We have improved the applied academic skills of vocational technical education students. This has been a priority for the past three years. Through the availability of program improvement funds, Vermont has joined interstate consortia that resulted in the applied sciences, mathematics, and communications all tailored to meet the needs of students interested in pursuing careers in the applied technologies.

Seven vocational centers and three high schools offer applied physics, 12 schools offer applied mathematics, while six schools are involved with the applied communications curriculum. We are currently participating with other States in a project to develop curriculum in applied biology-chemistry. Once completed these materials should be very helpful to students studying home economics, human services, health occupations, and agriculture related occupations.

This year vocational center directors at Burlington and Essex are involved in updating the skills of employees at Digital in Williston and our Rutland Vocational Center staff is pursuing a similar project with General Electric employees in their city. Twenty-five curricular areas have been reviewed by representatives from business and industry in response to the technical committee required by the act. Once again this has been a joint project with Job Training Partnership Act.

This has meant the participation of over 140 business and industry representatives analyzing and making recommendations on the skills incorporated in each vocational course of study.

We also created Compact 2000, an informal association of business, industry, and education to provide the best qualified vocational-technical graduates with opportunities for the best jobs. Students identified as Compact 2000 students are the most talented academically; are certified proficient by their instructors in job skills and leadership skills. As well, these Compact 2000 students are required to maintain a school attendance record of over 96 percent.

Through Carl Perkins we offer certificated programs in applied technologies in partnership with Community College at five area vocational centers. These are organized so that lab experiences are provided in our vocational-technical centers while the academics portion is offered by Community College.

Thirteenth year programs have been organized in machine shop technology, data processing, culinary arts, and desk top publishing. This project expands the access for Vermonters to post high school vocational programs without substantial cost increases to Vermont tax payers.

More than one third of all secondary students in vocational-technical programs are either handicapped or disadvantaged. The use of Carl Perkins funds to assess their educational and job training needs and to provide supplemental instruction has enabled 80 percent of these students to complete their vocational programs successfully.

Recent studies have confirmed that Vermont's economic stability is at risk due to undereducated population. There are approximately 58,000 functionally illiterate adults in Vermont. Of 295,000 Vermont adults 25 years old or over 85,000 have not completed high school and 50,000 have less than a ninth grade education. Much of our available labor force in Vermont comes from that age group. Joint funding from Carl Perkins, JTPA, and State funds provides services to significantly more adults each year.

Between 1985 and 1989 adult enrollments in daytime vocational center programs jumped from 171 to 436. And, Senator, you mentioned the Rutland Vocational Center. While it is true the secondary population there has dropped significantly you may have noted that the number of adults in that program is significantly increasing over the same period of time—while adult evening program enrollments increased from approximately 1,500 students to more than 4,000 students at the same time span.

In summary, the Carl Perkins Act has provided us with the means to enhance and expand the quality of vocational education programs for all youth and adults enrolled in our programs and has helped us identify and serve our at risk populations. We are all aware of the challenges facing us. Vocational educators must make changes in vocational programs so that they are prepared to teach the skills the emerging technologies demand of us and we have to be prepared to educate and serve larger numbers of adults with severe knowledge and skill gaps when they encounter the fast paced changes in their jobs.

As we look to the future of the Carl Perkins Act we believe that it becomes even more critical for its support. The Federal investment should be funneled through a State grant system that holds States accountable to provide an outstanding system categorized by its commitment to assuring that programs are academically sound and responsive to existing and emerging labor needs. State level program improvement funds must be available for research, curriculum development, and professional development so that administrators and teachers can learn what needs to be done, learn how to do it, then put it into practice.

Vocational-technical education must maintain a close and effective working relationship from employers from business, industry, and agriculture. To strengthen the employer vocational education relationship Congress should establish in the State grant program stipulations that funds be used to encourage business and industry participation in planning, delivery, and evaluation of vocational programs at the State and local levels. I endorse the recent calls for improving the accountability of the system and I recommend that the Carl Perkins Act direct States to devise and implement an assessment system that reinforces outcome measures and standards such as student graduation competencies, job placement and retention, and success in post high school vocational programs.

I also recommend that funding be provided for pilot projects that would promote high performance schools focused on the school to work transition. Pilot sites should be permitted to combine funds from certain provisions of the Job Training Partnership Act, vocational Education Act, Adult Basic Education and other Federal acts to address dropout prevention. The funds would be used to involve school people and employers in job development, job counseling, and high level academic and vocational skill development.

To continue to improve opportunities for special populations I recommend that in the Federal legislation earmarked half of all basic State grants should be set aside to assist special populations, however, State flexibility and accountability should be increased. We should eliminate the disadvantaged and handicapped fund matching requirements to ensure that poor districts make full and effective use of their funding allocations to assist the targeted populations.

I am also concerned that the allocation to the States, which include a small State minimum, be maintained as crafted in the current Carl Perkins Act. One interpretation of H.R. 7 would result in a severe cut to small States with Vermont losing as much as 33 percent of its current allocation.

While Congressman Smith's staff assure me this would not happen I raise the issue to ensure that the level of funding for small states secured through the efforts of Senator Stafford be maintained.

Speaking of Congressman Smith, he was very helpful in securing a $250,000 small State minimum in H.R. 7 for State administration. However, because $60,000 of that amount must be earmarked for sex equity administration, the $190,000 that remains available is inadequate for maintaining the current State staff to administer the Federal act. State administration in vocational education ought to be at the very least comparable to the amount earmarked in Chapter 1 formula for State administration.

Finally, I strongly urge that funding allocations in the Carl Perkins Act recognize the unique vocational education delivery systems in each State and that in particular regional vocational systems be recognized and that the approach to funding also recognize the importance of allocations to programs that serve nontraditional adults—those adults who are displaced by technology or who may be struggling with minimal paying jobs. Vocational-technical education centers have been an essential link in this state's response to this group's education and training needs.

[The statement of Mr. Asselin follows:]

[At time of printing, the information referred to was not supplied.]

Senator JEFFORDS. Thank you very much.

Kathy.

STATEMENT OF KATHY HOYT, COMMISSIONER, EMPLOYMENT AND TRAINING

Ms. HOYT. Hi. Very nice to be here this morning and I want to join Bob and the rest of the panel in thanking you for having these hearings in Vermont and for giving us a chance to talk to you some about how we see vocational education in the broader system of job oriented education. I am a member of the Getting Ready to Work Commission and I do want to tell you that we are trying to think very broadly about what needs to be in place in the future to make sure that businesses have the work force that is trained to be able to take the jobs that they need to have filled. Our economic future depends on us being able to do this job and to do this job well. I would like to focus some of my remarks because my Department of Employment and Training administers the Job Training Partnership Act Program. I want to focus my comments on some of the things we are doing right now in terms of working together and to say that I think it is what is important about continuing the support for those kinds of coordinated efforts in the future through reorganization of Carl Perkins and also through some of the JTPA amendments that are being considered nationally at this point.

We have through Job Training Partnership Act funds have worked with youth and adults and involved our education department and specifically our vocational education centers, the 16 area centers in programs.

We have done that, however, through working primarily with the Department of Education in terms of our grant efforts.

A lot of efforts go on at the district level between our Department of Employment and Training offices and the vocational centers in terms of referral to people for services at the vocational center as well as for making sure that the vocational center graduates know what job opportunities are available in their particular areas. But we have found it very important to have that State link because we are a single State delivery system for JTPA. It is important to be able to have some kind of way to plan a coordinated effort with the vocational moneys at the State level too. We have accomplished this through exemplary use grants through the Department of Education which have gone for projects around the State that have involved vocational education as well as provided funding for jobs for Vermont graduates and for programs as unique as entrepreneurial efforts such as a Ben & Jerry franchise in one school and a number of school-to-work transition type activities beyond just the Jobs for Vermont Graduates program.

We think it is important that we have been able to target our JTPA money through the Department of Education and provide immediately that link to the vocational centers around the state. We have emphasized in that exemplary youth money through JTPA services for handicapped youth also. I think it is very important that we not lose sight of the fact that we need very much to support handicapped youth that are coming out of the schools and going into our communities and I am very glad to see we have vocational rehabilitation represented today to talk some too about how they get involved in that Process in making sure the handicapped youth do not get lost in our system of job-oriented education.

The other thing we have done with JTPA is to put some money up front. For the last five years we have participated with the Department of Education in a curriculum development project. It is very important that the education, vocational education and job training we do be related to what jobs are out there in the communities and we found that this is an important step for us to take in terms of that linkage.

Moneys are tight and we cannot do that forever but I think it has been important for us to be involved in that effort.

The other thing that I think is a real accomplishment with our JTPA funds in relationship to vocational education is that we made a commitment quite a few years ago to funding adult coordinators who would reach out to adults in communities and let them know about what the resources are in the vocational education centers. JTPA started off providing a majority of the fundings for those kinds of positions in each of the areas where the vocational centers are located and as we have gone along the Department of Education has been able to get support from the legislature for general funds to pick up the funding for those adult coordinators. It is vital given the demographics in this country with the degrees in the number of youth up till about 1995, it is vital that we do not let our system of vocational education perish when we do not have enough enrollments and the youth are decreasing.

We have got to use those facilities for adults who desperately need to find ways to increase the skills they have to enter the labor market in some instances and in other instances to upgrade their skills so that they will not be underemployed and underpaid in the labor market. We have found that an incredibly important goal for us is to make sure that the adults do have access to the vocational centers and the day programs as well as night offerings and that the offerings in the vocational centers meet the needs of those adults too as well as the youth and I think that balancing act always has to go on in the State given what the needs are in that State at any particular point along the time and I think we have certainly seen a commitment to adults using the vocational education centers in the State and I would hope that any reauthorization would take into account that importance of adults in use of that system, and I know there has been a lot of discussion about how you target moneys, whether you give it all to in-school and use other resources for the adults and postsecondary type of training. I think we need a balance and I think we need to weigh those needs in relationship to the other resources that are available in any one state.

The other thing we have done in relationship to Carl Perkins is an important program which the governor started as a personal initiative called Reach Up back in 1986. The education is the other arm of the partnership that the Department of Social Welfare and the Department of Employment and Training have to help put single parents on welfare into jobs and into jobs that are going to deliver the income they need so that they can eventually work themselves off of welfare.

The sex equity program and the set-aside for the single parent has been a very important part of Carl Perkins for us in filling out that three legged school of the Reach Up program which we basically find very hard to think about doing without. We need that support from Carl Perkins for our future planning program for single parents and particularly targeting single parents on welfare. We need some of the other input that we have had from people who understand the single parent needs and education needs in the Department of Education to help us review and use effectively our JTPA program for single parents. We have set aside in JTPA over the last two years a pot of money that people could come to us for to get special grants to communities and we have involved Mary Mulloy in the Department of Education who is a sex equity coordinator and Sue Barlow who runs a futures program to review those grants and give us an idea of how we together can plan the use of these two pots of money to serve this population and I think that if I had to look at set-asides from the standpoint of the national level I would just plead that there be very special consideration given to sex equity activities continuing and being earmarked to single parent and handicapped set-asides.

The other thing I think that we have been able to achieve in terms of the single parent link is that we just communicate a lot more in terms of the special population and I do not want to see that go away. I think we have really got to find a way that we make sure all the different people in the State who have these pots of money that can really make a difference to Vermonters are using those pots of money for the most effective way for Vermont.

Finally, I want to say that we on our consolidated council for employment and training which is a single council of private industry council as well as our coordinating council in the State of Vermont since we are a single delivery point for JTPA our executive committee and the executive committee of the vocational-technical council have been meeting over the last two years to talk about how do we coordinate, how do we promote joint ventures in terms of use of Carl Perkins money and JTPA money and through cross-memberships on those two councils I think we have built some understanding about how vocational education and the job training funds can fit together and complement each other. I for that reason in looking at H.R. 7 support the idea of the Human Resources Council and I am pleased at the Department of Labor in the administration bill on JTPA is promoting the idea of the super council.

The one thing that I would caution is that we do not have the jobs program represented on that council. We have Vocational Rehabilitation, we have adult education, we have JTPA, we have Wagner Peyser, we have the Carl Perkins votes but we do not have that other partner which is the jobs program. I am particularly concerned that if we set up a super council we really need to have all the different representatives in that council.

Whether the Senate is thinking about authorizing that kind of an approach in their bill, I think it is important to say that we need to have some way that at the State level we are involving all of those groups in some representative process and so, therefore, I would support and I also would say that the labor commissioners in New England met last week in Boston and that they have endorsed the idea of the human resource council to carry out our planning functions which are mandated under the other Federal laws. I think except on one other point I have just about covered what I wanted to say.

I do plead for flexibility. I think the JTPA system of letting the moneys come to the State and having the State government through the governor, how some plans would be carried out that make the most sense for the State is something that perhaps should be looked at rather than some very strict formula at the Federal level for allocating some of the Carl Perkins money or any other moneys for that matter. I think the way we have in JTPA to use our funds to coordinate with other people as flexibly as we have been because of that mechanism. We have not really laid out that you absolutely have to put certain proportions of funds at different levels of the system. That is a decision that I think we have to look at State by State in terms of where we are in our job-oriented education plans.

Finally, on performance standards, I have used performance standards. We have been held accountable through performance standards in JTPA since the inception of JTPA and I have found in some instances some of those are incredibly important for us in targeting our efforts. I think we want to be careful when we are targeting our efforts in using performance standards that we are not cramming to make sure we meet those, in what we say are arbitrary in some instances, goals that we have set up. But I think some accountability is absolutely necessary and performance standards are one way to go.

The other level of accountability that I am interested in is at the national level and I have talked with a number of people, for instance, David Stevens from the University of Missouri who has worked with the National Assessment Council for Education, and there is a hats off interest, and I think a lot of support at the national level for looking at use of wage record data and I am the repository of information from employers about quarterly wages for every employee in the state. I think that there is some data there that used nationally could help us see what the outcomes have been of certain training programs and training efforts and I know that gets very complicated in terms of a number of issues around confidentiality and we have to be very careful on how something would be set up for tracking but I know that there is an enormous body of data that we are not looking at using and what we could use, not in terms of identifying people but in terms of using what has been accomplished with the use of our resources and I would urge the Senate to review that possibility in terms of pilot programs at the national level to get some outcome data on what we are accomplishing with our job training and vocational education moneys. Thank you.

[The statement of Ms. Hoyt follows:]

[At time of printing, the information referred to was not supplied.]

Senator JEFFORDS. Jeanie.

STATEMENT OF JEANIE CROSBY, VERMONT STATE CHANCELLOR'S OFFICE

Ms. CROSBY. The comments I want to make today are based on our experience in southern Vermont and the Southern Vermont Education Center which is a new project of the Vermont State colleges to an underserved part of the State where we are bringing programs from all five colleges. But we took it as an opportunity also to rethink our part in the whole issue of education for work in an attempt to provide transition education so-called for people who have completed secondary schooling but are perhaps ready neither for postsecondary collegiate work nor for meaningful employment. People who are still lacking.

Work related education is no longer for 16- to 18-year olds in Vermont. As Kathy is pleased for including adults in this, in the same way traditional college work is no longer for people 18 to 22 so we find ourselves as a State college system looking across lines of age, lines of where people receive training, and moving beyond the traditional arts and sciences or even the technological work that we do at VTC. So my comments are really about some needs that we have seen and some opportunities that we see.

The first is that joint ventures are needed. We too took a very broad mission at the issues of work related education partly because we have a very broad mission and we do not have the program parameters that most agencies working with a particular set of funds with very particular funding requirements have. In that we have found that in fact as you might imagine there are cracks, there are slippages between JTPA, between certain kinds of vocational education, between how old you can be and how much money you can make and what problems you might have.

We have been able to work at coordinating some of those because we do not have some of those same constraints but we see that we will be engaged in many more and we would encourage as much flexibility for some of those joint ventures as is possible.

Another is although employment in Vermont is high right now, educational needs are really escalating as entry level technological skills become more complex and at the same time as employers are reaching deeper into the labor pool for entry level employees. Increasingly we find greater numbers of Vermont employees are disadvantaged and handicapped. Often these are the people who are least able to develop their own access and most in need of programmatic responses that are encouraged by designated or set-aside funds.

A third comment from us particularly as we have worked with employers in southern Vermont is that although employment is high many workers are underemployed or sporadically employed. They are laid off, they may work for six weeks, and then do not work for another two months. This underemployment or sporadic employment is due largely to a lack of work-related education. And these educational needs we find cut across the labor pool and must be responded to by a wide range of programs and institutions and this is one of the ways in which we are very pleased about the inclusion of postsecondary institutions in the Perkins moneys.

In a town like Springfield which is where our initial center for southern Vermont is located, a few large employers have been replaced by a number of very small employers. These small employers are less able than their larger predecessors to provide work related education. Their education now needs to be provided by other entities and the Vermont State colleges is one of those entities which can bring together small numbers of people who create a group which is of both cost-effective and educationally effective. IBM is not the only employer in Vermont.

One of the ways we bring people together to create these cost effective and educationally effective groups is within interactive television which is as you know Vermont and through the Vermont State colleges has been experimenting with. Our investment in interactive television makes it possible for work-related educational programs that are developed in one institution or agency or cross-institutions or agencies to be available to people at a number of locations extending the impact of program resources which is something we are obviously excited about and will continue to experiment with but it is a mechanism that we are increasingly finding acceptable and enthusiastically received by both employers and participating employees.

[The statement of Ms. Crosby follows:]

[At time of printing, the information referred to was not supplied.]

Senator JEFFORDS. Thank you.

Joe.

STATEMENT OF JOE PATRISSI, COMMISSIONER, DEPARTMENT OF CORRECTIONS

Mr. PATRISSI. Senator, thank you very much for the opportunity to go on the record today. I am the commissioner of corrections and I run the jails and probational parole in this State and I am here to urge you, plead with you, and fight for keeping the one percent set aside for corrections populations in the Carl Perkins Act which was taken out in the House bill. I am sure you know corrections is a different and unique kind of situation.

What we end up fighting for most of the time is money to survive, overcrowding, hold the line, so on and so forth. It really is not a political mainstream constituency running around the halls of the legislature bending the arms of senators and House members. Because of the nature of offenders it is such that they offend people and are not exactly popular and as a poet one said the child is the father of the man and the at-risk children who have no fathers, no role models, come from alcoholic families, who are disconnected, fractured and disenfranchised grow up to be the risk offenders.

High school dropouts and nine out of ten people who have no education end up in the jail system. If you ever go to the jail on visiting day you do not see all those BMWs and Saabs in the parking lot unless they are stolen. That is a joke.

So my simple message is to urge you because the flexibility that other people will get will be competed for by stronger constituencies than we have and the simple message from me to you is that individual people who come to jail or come out of jail, they are Vermonters and if what is working now can continue to work, even be expanded, we will all benefit by their mainstreaming back into society through meaningful work and through the relationships as well with real people that can be established in a pro-social way through the money we get through the Carl Perkins Act.

But without that set aside for us I am afraid we are going to get erosion and I am really afraid that in our State where we really do have a good corrections system, and we work with the individuals very carefully here, but we found ourselves on an ongoing basis being backed up against the wall because of the sheer volume of people and the environment and the incarceration rate and we really need to not let this system become a hotel system or a House system where nothing is going on except people watching people and there are people in this audience who do not work for corrections that are in the business communities that will speak to the real meaningfulness of what can happen with the small amount of funds.

One percent of the act is not a great deal of funds but in this State and other commissioners I talked to around the country where there is only 50 of us, as my mother said, they feel the same way and have the same need. That is all I would like to tell you. Thank you, Senator.

[The statement of Mr. Patrissi follows:]

[At time of printing, the information referred to was not supplied.]

Senator **JEFFORDS**. Thank you very much. I deeply appreciate all of your comments. With respect to the Human Investment Council does everyone agree with Kathy that that is an improvement? Anyone disagree?

Mr. **ASSELIN**. As I think it offers a potential for improving coordination we need to be assured that the appropriate representatives are on that council, those that have interest in adult literacy are on the council, job training. As Kathy said, I think if it were to be put in place, there would be some implementation problems in regard to the size of this council. Overall the potential for good is greater than the risks.

Senator JEFFORDS. Thank you. I have kind of allowed everyone to go beyond their five minutes and kind of crept on past the next panel but we will make up for the time. I deeply appreciate your comments and I will be in touch with each of you with specifics. Joe, I got the message.

The next panel is Ross Anderson, President of Nordic Corporation, Dave Rogerson, Human Resource Director of Digital Corporation, Tim Soule, Executive Director of Franklin County Industrial Development Corporation, and C.J. Murray, Director of the St. Albans Vocational Center. I would ask you each to try to keep your comments to five minutes or less if you so desire and that will give me some time for some questions too. Thank you all for coming.

STATEMENT OF ROSS ANDERSON, PRESIDENT, NORDIC CORPORATION

Mr. ANDERSON. Good morning and thank you for coming to listen to us, reflecting I guess everybody else is feeling. I am here speaking as a member of private industry on how we can get more involved with the vocational education. I think I would like to just go over two or three things that we have done as a business and then I will restrict my remarks to less than five minutes.

It is very difficult because I get wound up about vocational education. About six or eight months ago when Tom Peters came to Burlington for the second time he brought out a statement that absolutely stunned me and I am in the industry sc it stunned me even more and that was by 1990, 1992, there will be more computing power in your family automobile than there was in the Apollo space shot to the moon.

Well, now, if you just think about that, I am involved with the industry that gets all of us to work back and forth, especially in Vermont since public transportation is not exactly a big industry in the State and here we have a tool that we use every day that is more and more technical and yet those of us in the industry in many respects do not have the education tools to deal with the servicing of that. They say why has not industry become more involved with education.

I think it is because we grew up, at least I did, in an era where the educators knew what they were doing. Whc was going to refute the educators. And yet we are seeing today the results of that at the industry level. When there are companies that do a State literacy test I understand that 40, 50, 60 percent of their employees do not pass the literacy portion of that test, the work place competency. That is a little bit scary. I would like to think that our staff is better than that but I doubt it. I got involved maybe a year and a half ago because I was very concerned.

I have become involved with the dealers in the State to develop an automotive technology program here at VTC and VTC has been very supportive of that and our first class will be in the fall of 1990. This will take students from around the State and give them the opportunity to pursue a technical career in auto technology which we sorely need.

One problem. Where are we going to recruit these students? From the high schools and vocational schools from the State of Vermont.

One problem. In talking about probably half of the different vocational instructors around the State I am talking about the different systems because they have been trying to promote technology based on the automobiles in our system. I find that the instructors are telling me that they have one, maybe two, that could pass the entrance requirements of VTC. We are going to have to take another year of pretech or whatever else. That is fine. That is three years they are going to spend in college except how are they going to pay for it.

Well, then Nordic, the company that I am involved with, we came up with a scholarship program. We put a hundred thousand dollars in the scholarship program and we continue to fund that and this year we awarded three scholarships to two year technical education because there is very few scholarships for that. I would like to see industry get more involved with scholarships and here again maybe get some Federal support too.

Then there was another need and that is that we take a look in our correctional systems and we as taxpayers are supporting the correctional system and the people, quote, graduate from the system and they come back in society and there is very little support. They have been trained for very little and as Joe very aptly said they come from a dysfunctioning part of society and they come right back in society and probably will end up doing the same things that got them there in the first place because they do not know any other way. And especially with unemployment in the States at three and a half percent, I look at the correctional system as an untapped gold mine.

There is a lot of very competent people within that system. We just did in conjunction with the correctional system a program of 16 weeks, two nights a week, three hours a night, in basic automotive technology. We had four graduates out of the class that started with ten of which three we knew were very risky at that time and one had problems with transportation so we ended up with really six of which four graduated.

My technicians that were teaching that course were so thrilled with the concern and the capability and the enthusiasm of those four individuals that graduated they want to do it again so we hope to make this a permanent thing and work with other dealers if we can have a few success stories to go on selling them.

The industry, you are not so much at risk when you are dealing with people. So Joe is looking for one percent, keeping the one percent under the Carl Perkins Act. I do not know about funding but I would say give him five to ten. I am very impressed with the correctional system in the state. I think they do a hell of a fine job.

Senator **Jeffords**. Your five is up. Sorry. It goes awful fast. But I am pleased with what you are saying.

Mr. **Anderson**. Just one quick final thing. It is not going to happen unless we get parents involved. I hear this all over. Somehow or other we have got to get out there and get the parents involved in the educational system. We have got to give the credibility to the trades.

Whatever happened to the pride that one took in being the finest technician or the finest silversmith. Whatever happened to that? That is what made this country great. Where is that today? What is so glorious about a four year education or general education in high schools. General education gets you prepared for absolutely nothing. In Pittsburgh they have gone ahead and they have got two tracks, vocational and academic. And the vocational is based on the heavy academics, math, sciences and the basic things they are going to need because as we continue to re-evolve in technology we cannot be one skill specific. We have got to have the basic skills in education and the basic theories of math and science that you can transfer those skills. We have got to get the parents involved.

[The statement of Mr. Anderson follows:]

[At time of printing, the information referred to was not supplied.]

Senator **Jeffords**. I appreciate that. Good statement.

Dave.

STATEMENT OF DAVE ROGERSON, HUMAN RESOURCE DIRECTOR, DIGITAL CORPORATION

Mr. **Rogerson**. Thank you very much, Senator, on behalf of Digital for allowing me to attend this panel this morning. What I want to do is talk a little bit about what we are doing at Digital and really hone down specifically on some of the things we found working with the vocational centers in Vermont.

Over the last couple of years as the focus has been on our change in the industry to a global economy, we are no longer competing in a U.S. economy. We are competing in a global economy. Half of DEC's revenue last year was generated in our European market so we are clearly going beyond the borders of the United States.

And when we start to look at who we are competing with and where new plants and new industries are cropping up we are finding that the competency, the skill level of our work force is not meeting the competition. We have done in Digital in Burlington, in South Burlington, we have addressed the competency issue by working closely with the vocational centers in Burlington and Essex Junction to assess our work force, assess a hundred percent of our nondegreed work force and to bring in programs, these are basic math, adding, subtracting, multiplying, dividing, dealing with fractions, statistics, and writing and reading comprehension to increase the competency level of our work force in writing and reading.

To be able to read process sheets to be able to do the job rather than have a supervisor tell them how to do it they can read process sheets so that they know how to do it. Process sheets that are written by people that are on the assembly line and the people on the assembly line have to be able to have the writing skills to write them appropriately so other people can read them. And we are finding we have a serious gap, a serious deficiency in writing, reading, and math. So we have had to bring in basic programs and we have brought them in through the vocational center in Burlington and Essex to help us re-skill our work force and bring the competency level up to a level in which we need it. This is not only happening at Digital.

IBM located in Essex Junction and my counterparts at IBM who I have been working closely with are going through the same thing. We are finding an illiteracy rate that is in the 60 percent area which is staggering and these are not from older employees who you would think would probably have forgotten some of the math and that is a high possibility. When business hired people we hired them for their backs not their brains. And now because technology has changed, because management technology has changed and we are forcing a lot of decision making, a lot of the problem solving, a lot of the measurement of work and performance down to the floor level, down to the manufacturing level where it should be, we are finding that people that have even graduated from high school a couple of years ago do not have the skills and capabilities to be able to keep up with that.

People are measuring the statistical stature of your product, the statistical quality of the process, and they do not know how to read graphs, charts, they do not know how to deal with fractions and these are people graduating from high school as much as a couple years ago. So the vocational center has stepped in to help us assess the work force and then bring that training and as a result DEC is paying taxes twice. We pay taxes to the school system. Then we have to pay again to reeducate the work force because they have not got the skills to meet the job.

So we are noncompetitive, we are noncompetitive with industries in Japan because those folks come out of there with a significantly high degree of literacy. We are noncompetitive with businesses in Europe because the folks in European schools graduate from high school with significantly high literacy rates.

We as a Nation cannot continue to keep that up. If you consider that 48 percent of U.S. employees have no degree and you consider that 23 percent of today's employees attend school on their own time today then you can see where vocational education is a significant part of the education of our work force. If we take a target year of 2000 and we look at where we need to be in the year 2000, 85 percent of the people who will be working in the year 2000 are in the work place today. Those are staggering statistics. Those are statistics that are put out by the Department of Labor. Those are staggering statistics when you consider the literacy rate of our work force and the fact that they are going to be, 85 Percent of those folks are going to be in the work place in the year 2000.

Again, vocational education plays a significant role in the education and the ratcheting up of the ability of our folks to meet competition and keep the United States ahead in the years to come. In closing, Senator, one of the things that we have done as I mentioned is bring in the program of the vocational education department. The folks in manufacturing in Digital, and I can only speak for Digital at this point, have accepted the assessment to find out what skills they need, they have accepted, been very acceptive of the training, the basic math and the basic communications, writing and reading, that have been brought in, and they have been unbelievably supportive of the program and seeing what they have to gain out of the program. We assess the work force before they go in. We assess the work force before they come out so we can measure the transfer of learning that has taken place. It is not acceptable to educate to a bell curve where some people make it and some do not. Everybody needs to make it and if somebody goes into a classroom and is taught by one learning style and it is not working we then bring in another learning style. Everybody has to have the skills and competencies for us to be competitive and meet the challenges of the future. Thank you.

[The statement of Mr. Rogerson follows:]

[At time of printing, the information referred to was not supplied.]

Mr. Soule.

STATEMENT OF TIM SOULE, EXECUTIVE DIRECTOR, FRANKLIN COUNTY INDUSTRIAL DEVELOPMENT CORPORATION

Mr. Soule. Good morning and thank you, Senator Jeffords, for this opportunity to bring a business viewpoint to vocational education and your work in Washington. I need to explain, I work for Franklin County Industrial Development Corporation and I work with 37 manufacturers in the county and have been in the position for approximately two years and quite literally the first day I arrived at the job the issue of education, vocational education, was in the forefront of businessmen's minds in Franklin County.

We formed an advisory task group and it probably goes right back to our initial comment, Senator Jeffords, about strengthening cooperation between the businesses and the vocational centers. And we in fact have tried to do that over the last two years. We now have to recognize, and my friend from Digital sitting next to me, 80 percent of all new jobs that are going to be created in the years ahead are coming from small businesses, companies that have 250 or less employees. They are not financially as well-heeled to support a lot of technical programs and that is where our corporation fits into the picture. We try to help and support their needs and interest in the school system.

One important thing that we found out and an issue that we have tried to address that very few in our county, as a matter of fact zero, and I have discovered that a state-wide statistic is that none of the guidance counselors in the State of Vermont have technical training. And we believe that this is area where substantial economic breakdown is happening. Because the guidance counselors are not aware of the technical skills that are needed by industries they are not reading that market. They are handling the kids that are heading to postsecondary education.

That there is a bit of a trap and individuals fall through the cracks as has been mentioned before the labor force as far as numbers in the future to which you have alluded to, Senator, there may be an extreme shortage of qualified labor force in the years ahead. We cannot let these people fall through the cracks in the State of Vermont because our population is so small.

The corporation's currently working with the businesses and educators in Franklin County, a special program is addressing math and science skills, communications, and then finally problem solving. The local initiative is designed for the vocational training center. It is a curriculum that will personalize business's role in education. Let me be more specific. The broad benefit to the student in this program will be through math, science, and communication. These are skills that will last throughout their life regardless of what occupation they pursue or whatever application they may have interest. But specifically the problem solving section is going to benefit directly the local industries. Each industry will be represented within the program and there will be a whole subset of questions that relate the work place so although the student is receiving theory and principles of science and math and communications skills we hope to translate them in carrying them through in specific problems that are being addressed by industries at a local level.

This is my main message. We ask that the bill and funding be flexible. We believe that our vocational centers have had some problems in the past but business and industry is taking an active role. I think you will find the same is true in your home county of Rutland, my work with Bill Shultis down there, that there is an interest in linking business and industry to the vocational centers. Please be flexible in your design of the Senate bill.

[The statement of Mr. Soule follows:]

[At time of printing, the information referred to was not supplied.]

Senator **Jeffords**. Thank you very much. Very excellent panels and I hope all the educators were listening and I am sure they were. I wonder, this is a little common question for you. You have all this technical stuff in the cars, the computer type stuff, what happens when that goes wrong? You just take one black box out and ship it back and put another one in; is that how you handle it?

Mr. **Anderson**. Well, that happens more frequently than not and that is because things that could be done at the local level we are not capable of doing because we do not have the training and education and one of the problems that happens is that how do you know that you sent back the right black box. You have to be able to diagnose that and are you sure that the testing gear you are using is testing properly. What we are finding is that today, I will just state one quick thing.

Historically in our industry our people have been mechanically disciplined. We start out with soapbox derbies on our bicycles and we worked our way up and apprenticed and come out of high school and even graduate from high school and make a very meaningful career. Today our top technicians in Chittenden County are making $40 to $50,000 a year. This is a very well paying profession today but they cannot any longer be single disciplined in mechanical. A good automobile technician has to know mechanical, hydraulics, metallurgical things, and most important of all electronics. So in the future although we will be getting some from vocational schools we need also whole secondary education if we are going to be effective in what we want to do.

Senator **Jeffords**. I think Tim made a point too with guidance. I think our society has put so much emphasis on going to college and getting a college degree that we have really ignored the fact as you point out that probably your better paying jobs now in many cases if not most cases are in your technical skills and we have not put the emphasis on attracting young people. We have that kind of stigma problem that I mentioned earlier that we have got to get over. We have got to raise the importance which is an accurate description of the importance of society of technical skills and that is one reason I think the House changed the name of the bill to technical instead of vocational.

Also in the House bill they have the tech prep where they try to combine with higher technicals, postsecondary technical skills during the high school years, try to get that upgrading at an earlier level in age. Do you think that is a good idea to try?

Mr. ANDERSON. Sure.

Mr. ROGERSON. I think one of the things that we are finding out, Senator, is that the work we are doing at DEC is not just with our nondegree work force on the manufacturing floor but also our technicians and engineers. We have been working very close with VTC. We hire quite a few people from VTC with degrees to work in our manufacturing area. As we have progressed through the years Digital has promoted people to the rank of technician and engineer by virtue of the work that they have done over the years and they meet a certain competency working on the product and working in the processes that we have.

As processes change, as new products come in, as new technology changes we are finding that the folks that have attained the positions of technicians and engineers, although they have been very good in the manufacturing area have not got the basic disciplines to really move into those areas. And in assessing and working with VTC we found that a significant portion of the population would have to take the pretech courses that are offered at VTC before they got into the regular two year program and starting folks out early, understanding the technical applications, computer literacy in the schools at the elementary school level, I believe is something that can significantly give people an advantage as they move into the junior high and high school level. Should they go to college or not. They would be able to meet the challenges of the future.

Senator JEFFORDS. Yes, Tim.

Mr. SOULE. Are you saying, Senator, the advanced placement into the senior year?

Senator JEFFORDS. I am not sure. I think it is a two year combined program. The last two years of your high school you spend part of the time going to a postsecondary institution.

Mr. SOULE. Absolutely.

Senator JEFFORDS. So if you shorten the length of time that is necessary for the person to gain those skills by concentrating more on the skills and perhaps not some of the other academic situation. Thank you for your comments.

Our next panel will be Marsha Baker, Director of Burlington Vocational Center, Dick Flies, Director of Randolph Vocational Center, William Mathis, Superintendent of Rutland Northeast Supervisory Union, Rick Douglas, Director of Vocational Rehabilitation Services, and Peter Malarky.

STATEMENT OF RICK DOUGLAS, DIRECTOR, VOCATIONAL REHABILITATION SERVICES

Mr. DOUGLAS. My name is Rick Douglas. I am Director of Rehabilitation Vocation. I am a former businessman who got interested in rehabilitation due to my own disability and I would like to bring up two problems that our policy advisory council has with this bill and that I have with the bill that I want to share with you. The Rehabilitation Act has gotten put into this for those of you who are perhaps unfamiliar with the various programs that have been brought together. The Rehabilitation Act makes it possible for all Americans to access independent living and to access work through the vocational rehabilitation.

The vocational rehabilitation program serves adults between 18 and 60 of working age for the most part. Less than 15 percent of the people we served are young and Rick Mills did not like that term served. I did not used to like it but I found it has some meaning when I come into human services work. What is happening to just be very simple, the concerns that we have are, first, that vocational rehabilitation State moneys could be supplanted with Federal moneys from these other programs. We see that as a major problem because we think the Vermont legislature would very likely vote to lower the amount of State funds that draw down our Federal funds at this time.

I applaud and I think our policy advisory council—and I will put into record their names representing all the disability groups and numbers of hundreds of people with disabilities in our state—applaud the idea of bringing programs together but are very concerned about the possibility of losing State funding which we have to fight so hard for so I would really ask that the Senate reconsider the element of Federal programs being able to draw down Federal dollars with Federal moneys.

What this would mean in Vermont, for example, would be that let us say $200,000 would be cut from our budget in order to save the State $200,000. I think it would be more than that. It costs us $2,000 to serve one Vermonter with a disability, usually between 18 and 60, usually with a disability that has been acquired through accident, illness, or injury, while being an adult, not being a kid. Kids with special needs I think have been addressed pretty well by the panel. What this means is that at $2,000, 10,000 people would not be served, a thousand people would not be served for every $200,000 cut and my concern is that there would be thousands of Vermonters who may not get vocational services while they have acquired a physical and/or mental disability as adults.

Second problem with the bill, the Human investment Council sounds like a good idea. However, in the vocational rehabilitation program there are two at least very important advisory bodies. The first is our policy advisory council and I am going to give you those names. Our question is what would be the role of vocational rehabilitation policy advisory council which we have by Federal statute who advises us as a kind of board of directors from the private sector, meets frequently, helps us build our programs so we can provide the right kind of services to Vermonters with disability. What would their role be. Would they continue or would they be subsumed in what looks to them and to us to be an unwieldy and difficult to work large Human Investment Council.

We have another advisory counsel, the Blind Services Advisory Council. That is another one that serves people that are blind or visual impairments and the third one is the Independent Living Council. I know and I want to applaud your great efforts to bring about the Americans With Disabilities Act which will create substantial changes in Vermont and the Nation when we address discrimination and housing and education to some extent to transportation and employment.

Senator **Jeffords**. We are bringing that up on Wednesday.

Mr. **Douglas**. Great. Our concern is Vermonters with disabilities, where will their voice be. That needs to be carefully thought out. This was hastily constituted and I will just conclude by saying we are concerned about the State moneys being in jeopardy and concerned about the Federal moneys drawing down Federal dollars and would urge you to get your colleagues in the Senate to reconsider that at least for people with disabilities in the Rehabilitation Act and to give some further consideration to the roles and responsibilities of the Human Investment Council and the roles and responsibilities of the individual advisory boards.

Hundreds of Vermonters have a say in our democratic political process representing people with disabilities. Through our advisory councils it would be a great shame if that share in the political process and the democratic process were lost and I am sure that is not the intent.

[The statement of Mr. Douglas follows:]

[At time of printing, the information referred to was not supplied.]

Senator Jeffords. Thank you very much.

William.

STATEMENT OF WILLIAM MATHIS, SUPERINTENDENT, RUTLAND NORTHEAST SUPERVISORY UNIT

Mr. **Mathis**. I am Bill Mathis. I am here today wearing four different hats. The first of these is as superintendent of schools for a sending school which means that I do not host a vocational program. This gives me an interest in the problem but also it does not give me a dog in the fight so I think I can speak a little bit freer of some of the particular vested interests. The second hat is as a professor of educational finance at UVM which gets me into independent funding formulas and how these things behave. The third is as a former adult vocational faculty member which gave me some grass roots and the fourth—and I do not see this anywhere on your list—is that I am one of those rare beasts called a vocational school graduate and, of course, that did not work out and, see, I had to revert back to my lesser occupation of being a superintendent of schools. But it did give me some perspective.

The first of these, myself as a student in a vocational school, I know more about vacuum tubes than you would ever want to know. That was a very valuable commodity to me as you can tell. My brother gave me this little transistor radio and I said everything that I have learned is now worthless which gets us to the whole thing of currency for the 21st century and we have a model that was established with the first reauthorization, for the first authorization, which established a particular thing and we are supposed to keep 43 percent of the money for innovative programs.

The problem, of course, is it becomes too disbursed by the time you put these out on flat grounds. $8,000 here, there, and the other places. Then it does not get anywhere. Alternately, if you go to the competitive grants you have got a problem with the people who can write grants better. So you scratch your head and try to say there are problems with both of these mechanisms.

What can you do here to try to make this better. One thing you might do as a suggestion is to take that Human Investment Council at the State level, let them deal with the problems of the state, put some rules on that so it does not go out at a flat grant but at the same time you can get the concentration of money available so it does not get disbursed all over the place which would make those particular decisions for that particular State and every State is a little bit different and they would have the authority to at least put enough money behind it to make something work.

Right now the money is just too diffuse.

The second hat that I would wear is as a former adult vocational faculty member in which we taught students in East Tennessee all kinds of things about industrial glass blowing. However, there were precisely two jobs in East Tennessee that were appropriate for that, which gets to, of course, if they wanted to move to Pittsburgh they would be in good shape. However, it does not work that particular way.

Again, this ties into the particular State flexibility in the Human Investment Council if they are capable of making these decisions to encourage that diversity in local concentration. As mentioned here earlier Springfield is a wonderful example of how you can come together in the machine industries and work there. We have got Essex Junction, IBM, another kind of nexus. Also it would allow a second thing. Not only do you have these demands for major industrial development but we have to remember that most of the employers are small. We are training people for mom and pop businesses which gets into the whole job skills, the more liberal arts, and what have you. If you had this kind of diversity we would not be caught in this false dualism and this would allow this kind of flexibility by taking both of these.

And I did a quick ERIC search educational resources computer thing and found 498 references from 1983 to the present on the future of vocational education. We are in a time of great change and so we need a great deal of malleability on this kind of thing and we will have to very definitely push the liberal arts and the general knowledges because people have to be trained.

Again, I think that if we look at that in terms of major industry and small industry we would be able to come up with a flexibility there.

The third hat that I would put on is educational finances, professor thereof, and when I see those low categoricals that represent 57 Percent of the money and everybody here or a great number of the people that have been here have been talking about their particular little piece of the pie. That is important. These are good causes and so forth, but I would urge you to stay away from those little categoricals because what you are doing is bureaucracy. What happens is, as each of these little pieces argue for their little piece of the pie, you sliver it up and put all these rules on it to where you do not have enough money to do anything, and everybody has this piece of things, but in no cases do you have critical enough mass to make a difference in terms of the quality of the program.

So I would urge you when we are thinking about the tremendous changes we are seeing for the 21st century, if we paralyze ourselves in our own bureaucracy we will be incapable of making the changes that we need for the future society.

The fourth and final thing is as a superintendent of schools, and again I would push, it has to be comprehensive in its education. It has to be in terms of teaching all people all the skills necessary to survive. If it is strictly vocational training we know that those skills will be out of date within five years. We have to teach people to think and that is one of the key things that comes out of that literature on vocational education for the future. We have a great danger in the bifurcations of the society with the rich getting richer and the poor poorer. We are trapping people into low paying jobs without giving them the training to go further.

And probably one of the greatest dangers that we are going to have for this society is to go this kind of way and there is no recipe that would be of greater danger to our society than to have these kinds of different kinds of elites and not so elites that are trapped into a culture of lower paying jobs. With that I stop.

[The statement of Mr. Mathis follows:]

[At time of printing, the information referred to was not supplied.]

Senator **Jeffords**. Thank you.

Peter. Please give us a little introduction to yourself.

STATEMENT OF PETER MALARKY, TEACHER'S AID, CULINARY ARTS PROGRAM, SPRINGFIELD VOCATIONAL CENTER

Mr. **Malarky**. That is what I am trying to come up with here. It seems I am also a wearer of many hats. I am a teacher's aid in the culinary arts program at Springfield Vocational Center. I am also a Vermonter with a disability and I am working with Vocational Rehabilitation so I am trying to come at this thing from several different sides and wearing the different hats and trying to look at this thing objectively and standing right in the middle as close to neutral as I possibly can I see myself as being very proud of working in all these different areas and I would really hate to see them all kind of get lumped together under one heading. I think they are very valuable in their own way but just to make this very short and sweet, I think it is going to be more of a problem than it is a help if we lump everything all altogether.

Vocational Rehabilitation has been a big help for me as far as an adult who was injured after I was trained and they are helping me with my retraining to get back on my feet and back to work which just happens to be in vocational education in Springfield. Granted, vocational education is going to run into a lot of problems as I can tell you firsthand right now. A lot of the students are just not prepared in the early grades. When they get to vocational education they have problems. And with the program that we are here discussing today, like Rick was saying it looks too much like maybe robbing Peter to pay Paul or covering one up to uncover another and I am really very interested in this and I was not given a whole lot of time to prepare anything but I would just like to say before you go and jump into anything and cover it in a mask to look at each problem individually. That is roughly all I have to say.

[The statement of Mr. Malarky follows:]

[At time of printing, the information referred to was not supplied.]

Senator **Jeffords**. Thank you very much.

Dick.

STATEMENT OF RICHARD FLIES, DIRECTOR, RANDOLPH VOCATIONAL CENTER

Mr. **Flies**. Thank you, Senator. I would like to keep my remarks regarding the Carl Perkins Act fairly straightforward and to points which have seemed to affect us most at the local level. First, I would like to emphasize that the original bill has not been all bad. On the contrary, the act has allowed many creative ideas to become reality in the areas of programs for disadvantaged/handicapped and sex equity. However, my hope is that with this opportunity to change the Perkins Act we can get the changes made which will let us finally move forward and change some of the restrictiveness of the present bill through much more open accessed funds, with a more results oriented accountability. We need to just plain shake the bureaucracy out of this bill so we at the local level can get something done with the money.

About bureaucracy, the process to receive and use money at the local level from this act is often so cumbersome that there is a real disincentive to go after it. While I am not opposed to the categories of sex equity, single parents, disadvantaged/handicapped, as outlined in the bill I am very much opposed to putting percentages on how much money goes to each group. Block grants would seem to be much more useful on the local level to me. I have heard rumors that in the new House version of the bill that moneys will be sent directly to tradition high schools and then channeled back to vocational education.

I would like to go on record emphatically opposing this notion of how funds should flow. I will guarantee that only minute amounts of money will ever make it to vocational education. The facts are every single recent study of traditional high schools in the United States according to the spring edition of the Journal of Higher Education falls short of providing a program which results in a combination of skilled hands and a thinking brain. We do not provide opportunities for this kind of dual development for the other half of the young people, those who do not immediately go on to college. The young people with the greatest potential for combining manual skills, conceptual understanding are those, from all sectors of society with the practical hands-on bent. Many of them are profoundly discouraged by having to continue full time schooling year after year. They lose all motivation for hard work due to lack of meaningful outlets for their capabilities. What could possibly be the reason that you could give to hand this money directly to schools who have not yet figured out how to educate the kids for which the bill is designed to channel money to.

By contrast, in a recent report to the State Department of Education after an in-depth study of the Randolph Area Vocational Center, the author wrote, "to close my report I would like to emphasize the success of RAVC as a school in its own right. It provides an educational alternative for the whole region of central Vermont that it serves. The success of this alternative is that it reaches a much broader range of students than have been traditionally served by vocational centers. To find a school where there is such unanimous enthusiasm on the part of students, faculty, and administration as at RAVC is a rare event. It deserves recognition as a model innovative reform site."

Albert Shanker recently indicted traditional high schools in an article saying they are not meeting the needs of 80 percent of our young people. There is really no question that funds should flow in a reverse pattern of what the House suggests. They should go to the vocational schools first and then flow to traditional schools once those schools deserve that money. Vocational education in Vermont has been accountable and follow ups of our graduates prove an extremely high level of success with a population totally turned off by traditional schools. I can only dream of how successful we could be at the local level if students entering our programs were really prepared to be there.

Carl Perkins moneys have been used positively in my local center to run, for example, a regional program of 14 to 16 year old high school dropouts which has seen 73 percent of those kids graduate from high school in a nine year program. It is assisted at establishing a day-care center in the school itself for children of student mothers. These young mothers continue their education at the center and during lunch or study halls join their baby at the day-care center for play, for nursing the baby, or just to sit and rock the baby for a little while.

It has provided very valuable professional development money for our teachers that is not available anywhere else. It has also provided help in establishing programs in communications, the math and science everyone is talking about, in our programs at the center and turned them from just the training programs that Bill alluded to, to really vocational education programs.

It also helps us to emphasize the work characteristics which employers tell us they most want. It has provided us in vocational education with a very badly needed vocational education Advisory Council on a State level. Without the constant watchdog by Dick Collins and the Vermont Advisory Council I shudder to think where we might be and I have been in this business in Vermont for a long time. The council has served an invaluable role in pressing the issues and looking for the future of vocational education.

In summary, I would like to say that the Perkins Act has served an important need to local vocational education. To make it better we need much more flexibility and money allocated by formula rather than competitive grants. I guarantee you that Vermont vocational education will rise to the call for restructuring education if you get the bureaucrats and bureaucratic morass off our backs and let us meet the challenge. As a local school administrator I belong out in the halls with my teachers and kids, not stuck behind a desk trying to write grants and shuffle paper for the State and Federal government. Thank you.

[The statement of Mr. Flies follows:]

[At time of printing, the information referred to was not supplied.]

Senator JEFFORDS. Just a couple of comments and a question. First, I understand both the concept of more flexibility and the one that says we should level those problems that are working well and have set-asides to be in place. It is tough to make the decisions at the national level just to balance those two out. But I am concerned about Vocational Rehabilitation having problems with respect to not having adequate funding and competition and as I saw earlier with the same Problems with corrections people. It is something you have to look out for. Will, you mentioned there had been 400 some odd mentions over the last five years of the need to change. Well, I sat on the House side on the reauthorization five years ago and we put a lot of emphasis on and got a change. What happened? Dick, you can answer that too. Did anything change in the last five years that you are aware of as far as curriculum and goals and vocational education? Dick, why don't you start out. What happened in the last five years in this area?

Mr. FLIES. I will give you some bullets that might be able to stick in your memory. In the last five years our enrollments have gone up 30 percent, we have totally changed from a half day delivery of busing students in from an all day model where students come from their school all day long and receive their academics as well as this vocational education. We have established a day-care center within the school for adults and students' babies while they are in school. We are right now taking 61 percent of all the eligible students, that is juniors and seniors that are eligible from our seven sending high schools and they are taking a vocational program. The highest in the state, highest percentage in the State are being served at this center. The last five years for our center to me have been dramatic in the things that have happened. It has all been a call to action.

Senator JEFFORDS. Does the location of the Vermont Technical School help you in that regard?

Mr. FLIES. It has helped us not by location but some of the programs. We are involved with the two plus two program. We are cooperating on a postsecondary building trades program. We cooperate on several big issues. But its location has not necessarily helped me.

Senator JEFFORDS. William.

Mr. MATHIS. I look around the State and I look at the national statistics as well and in Vermont we have half of the vocational centers approximately that are going up and increasing and those that have not. And Dick Flies in the Randolph system is one of the very best in the State and a lot must be attributed to Dick and what he has done there. But to tack onto one of his points where you start seeing change and there are places where we have not seen change. We see the same model from 20 years ago.

What Dick is asking for is some freedom, some flexibility to get them an open field to do that. There are two parts of it, the training of leadership that we probably have to attend to and then giving the people these kinds of open fields to do it. The more that we start tying strings to the funds which you do with all the small categoricals in it or the set-asides the more you run into that problem of tying down and making it even more difficult to be flexible.

Change in the school business is as hard as business anywhere. Human beings are very slow about that. What we need to do is maybe to take some of those school improvement moneys which are again the 43 percent plus some of the set-asides and make that possible, make that incentives for people to take the open field and then go through the dissemination which will bring the rest of the schools up.

Senator **Jeffords**. What about the availability of teachers with skills that are necessary in the vocational education areas? What has been your experience in that in trying to change, trying to upgrade your skills? Can you find the people that have the skills to teach? Dick.

Mr. **Flies**. No. What we have done is within the staff that we have, we have put a tremendous effort into upgrading those people and have very high level staff but in replacement people and I have now one I am looking for, for example, you advertise for a graphics instructor in the state, I have two applications in the State and out of State ads and neither one has any experience.

So what we have to do is we have to commit to a long term real training program with each staff member we hire because there is no one training those people.

Senator **Jeffords**. It is a huge national problem. Rick, I would like your comments too.

Mr. **Mathis**. I do not run a vocational center but we are going through a very fundamental restructure where we are working on business entrepreneurships and bringing them in the school and so forth. What I found is drawing upon the talents of the teachers themselves regardless of their subject matter discipline. When he is going for a graphics arts person he is very severely limited. But when I give the rest of the teaching faculty an open field and say reinvent the school and I will support you, I am finding a tremendous amount of energy and talent and capability within those people and I think there is a great deal that we can do along those particular lines if we just allow the people and give them the structure to do some of that creative thing.

Senator **Jeffords**. Rick, what about the availability of skilled training teachers? Do you have a problem in your area?

Mr. **Douglas**. I did not talk about all the different hats I wear. I just wanted to be director of the adult program that serves people with disabilities. But it was clear to me when I became director over four years ago that a better job needed to be done with kids with special needs and we have a massive program now with special education and with the Department of Education although I am sure that most of the people have no idea what I am doing here and what the Rehabilitation Act is and in fact we were somewhat surprised that the Rehabilitation Act was put in. I got so fascinated by it that I decided to do something that I understand is political suicide. I ran for the school board in my area and was elected and so as a school board member——

Senator **Jeffords**. Running is fine. Being elected is the problem.

Mr. **Douglas**. That is Champlain Valley Union which serves Williston, Hinesburg, Charlotte and Shelburne. So it has given me a new look at it and, frankly, I am very impressed with where American education is going and as a school board director I see a real move toward the future and that impresses me. I think that is what we are hearing today. I am concerned because I am listening to Bill and he reminds me of our superintendent at CVU in some ways and I am saying we are not a categorical program. In fact, we are not even an education program but we happen to be—the Rehabilitation Act is in the Department of Education. I see instructors improving their training. I see kids being addressed in ways that I never heard of before, such as learning styles. That learning styles has come up at least three or four times a day. I have never heard of learning styles until I became a member of the school board and all of a sudden people are saying there are different ways of learning than people talking at you. I was very impressed at where schools are going in this State and I think nationally but I am also terribly frightened for people with disabilities who have not any idea that there is this idea that it might make sense to take the one act that affects them so massively, the Rehabilitation Act, and lump it in with some others. I think there are some ways to creatively look at it but I have to say again it is fearful to us, funding is fearful to us and the policy advisory.

Senator **Jeffords**. I think the motivation behind it is the feeling that due to the demographics and due to the lack of people of the traditional labor pool that more and more emphasis is going to be put on ensuring that the disabled have an opportunity to enter into the work force with appropriate skill levels and whereas I think a lot of it has been trying to bring disabled people up to general educational standards. I think that is the theory behind it. I am not saying I endorse it but I think that is the theory behind it. Peter, did you have any comments?

Mr. **Malarky**. No, sir.

Senator **Jeffords**. Thank you very much for very helpful testimony and I appreciate it.Our next panel is the so called set-aside panel with Mary Mulloy, Department of Education, Al Stevens, Vermont Vocational Association, Morgan Grey, the Step-Up Program, Laura Spada, the Coordinator of Special Needs, Randolph Vocational Center, and Robert Lucenti, Superintendent of Educational Services, Department of Corrections.

STATEMENT OF MARY MULLOY, VOCATIONAL SEX EQUITY CONSULTANT, VERMONT DEPARTMENT OF EDUCATION

Ms. **Mulloy**. Good morning. I appreciate this opportunity to testify. My name is Mary Mulloy and I am the Vocational Sex Equity Consultant for the Vermont Department of Education. In that capacity I provide both State leadership for equity in vocational education programs and I also administer both the 8.5 percent set aside for single parents and homemakers and the 3.5 percent set aside for programs to eliminate sex bias and stereotyping in vocational education. Both of these programs are the focus of my remarks.

These set-asides continue to be critically important for both the individual participants and for our state's economy. While these programs are open to both males and females, the overwhelming majority of participants are women and girls. Preparing women and girls for the work force has never been more important.

Department of Labor projections indicate almost two-thirds of the new entrants into the work force will be women. By the year 2000 women will comprise nearly half of the work force. Vermont already has a high percentage of women working. Also, women attaining marketable skills is crucial in ensuring the economic success of their families. An increasing number of two-parent families need to have both parents working to provide a living for their families.

For single parent families, a group that has almost doubled in size in the last decade, and the majority of which are headed by females, it is critical for that parent to have good skills in order to earn a decent living. Ensuring that women and girls have skills which can contribute to Vermont's economic well being and to the economic security of their families is imperative. Vocational education programs are an important component in this equation. It is access to a full range of quality vocational education that the women and girls of this nation need.

For teen parents with no job skills, single parents on welfare trying to become self-supporting, displaced homemakers facing the job market for the first time, and girls hoping to earn a living wage for themselves and their families, a vocational education program can offer a lifelong set of skills that can provide economic self-sufficiency in a changing labor market. Without this opportunity, these women will instead face a future of almost certain poverty and dependence. Sex segregation in education and training as well as in the labor market contributes greatly to the disproportionate poverty of women. Education has largely trained women for low wage, dead-end jobs in female-dominated occupations. In vocational education, most females are still enrolled in traditional female occupations such as clerical and the service trades. Men and boys continue to dominate the enrollment in the higher wage technical and construction training programs. Access alone is not enough. We must be proactive in trying to revise years of socialization and sex stereotyping. The 3.5 percent and 8.5 percent set asides have proven to be an effective method of reaching those goals.

Each of the set-asides has made possible the widespread delivery of services that are vital to the success of women and girls in vocational education. In Vermont the need for access to vocational education for single parents, homemakers, and displaced homemakers is great. A recent report by Vermont's Displaced Homemaker Task Force indicated that there are over 24,000 displaced homemakers in Vermont—many of which are low income. According to the Department of Social Welfare, there are currently 6,352 single parents on public assistance. Last year over 1,100 of these single parents and displaced homemakers in Vermont received services through programs funded by the 8.5 percent set-aside. There were 29 projects providing a wide range of prevocational, vocational, and support services to the participants. Each project also worked closely with the local job service, social welfare, literacy programs, and other adult service providers. This provided a continuum of services for the single parents and homemakers without duplication. The overall goal was to assist single parents, homemakers, and displaced homemakers to achieve economic self-sufficiency.

The individual successes were great. Many participants completed skill training at a local area vocational center. Others enrolled in literacy programs and also in a skill training program. Many obtained their driver's license and others enrolled in a postsecondary vocational program. After completing their programs, most enter employment. The most convincing evidence of the success of these programs comes from the women themselves and I am just going to do a few quotes. "It made me realize that things can be better than what they are and I can better myself." "Day-care and transportation were a great help. They made my going to school possible." "More than giving me hope, it has made me realize that I can make a better life for myself and my family and that you are never too old to go back to school to further your education and that it is good to feel good about yourself."

The programs funded by the 3.5 percent set-aside, sex equity in vocational education, are almost more important. In order to reverse the trend of the growing poverty of women and children, young people must realize the full range of high-paying careers open to them. This is especially crucial to young pregnant and parenting teens. Last year, in Vermont, over 2,900 students participated in programs funded by the 3.5 percent set-aside. The activities varied greatly. Some students were involved in bias-free career fairs. Other projects focused on recruiting and retaining nontraditional students. Teachers and parents received information and training on equity issues. The funds also helped to support nontraditional training opportunities for women. Again, there are successes.

A program at an area vocational center increased female enrollment in an Intro to Machine Arts class to 46 percent in just one year of focused activities. The Women in Technology project right here at VTC, which Bob Clarke mentioned earlier, won the AAUW Progress in Equity award. This project informs female students all over the state of the importance of understanding math, science, and basic technologies. It introduces and excites students about the variety of high technology careers. The students themselves report of the project's success and I quote, "I learned that men's jobs can be women's jobs too." "It helps a person think more about a good-paying job." "Keep telling young people all the things you told me and maybe the community will change."

Without the Federal leadership and targeted Federal dollars, I believe that these special populations would not received the level of vocational education services they need. While I believe our State has demonstrated a commitment to serving these populations, without the Federal commitment the State or local education agency may not choose or may not afford to commit the resources needed to reverse decades of discrimination against females in vocational education. Last year over 1,100 single parents, homemakers, and displaced homemakers relied on programs funded by these set-asides to open the door to self sufficiency. And hundreds of girls received information about careers and skill training that will prevent them from a life of poverty.

In conclusion, I urge the Senate in the reauthorization Process to maintain the 8.5 percent and the 3.5 percent set-asides. Through these programs, women in Vermont have turned vocational training into pay checks and into better lives for themselves and their families. Younger students have had their career horizons broadened and have been given opportunities that were not previously within their expectations or reach. The set-asides are working. Our task is to ensure that these programs continue to become even more effective.

[The statement of Ms. Mulloy follows:]

[At time of printing, the information referred to was not supplied.]

Senator **JEFFORDS**. Al.

STATEMENT OF AL STEVENS, VERMONT VOCATIONAL ASSOCIATION

Mr. **STEVENS**. I have a short statement on behalf of Vermont Vocational Association which is the vocational teachers of the State but I wanted to speak just for a second personally first. I think I am one of the few here that is actually working in the classroom with students now and this is relatively new for me. I was a dairy farmer and I was executive director of Common Cause but now I am working at a local vocational center as adult services coordinator and I have been tremendously impressed with the service that our small local center is able to give and it bothers me to hear students that are graduating unable to read and write. I am convinced many of those are students that went through a general high school and did not go to a vocational center. We are turning out some really good students. We have got some very dedicated teachers. We are a small center with 200 students. We serve three small Vermont towns and two New Hampshire towns. We had a couple students that——

Senator **JEFFORDS**. What are your Vermont towns?

Mr. **STEVENS**. It starts from Grafton south through Bradford to Thetford. It is Blue Mountain Union, Oxbow High School and Thetford Academy and Woodsville-Orford in New Hampshire. As I say, we are not a big center but we had the vocational teacher of the year this year, Joel Moore. We had a couple students that won the Plymouth troubleshooting contest. Kids going on to Wyoming Tech and Ohio Diesel to get further education. We had the program that was designated by the State Department of Education this year as the outstanding vocational program of the year. It works with students that are at high risk of dropping out of school. We have managed to keep more than 80 percent of these students that are really high risk in school. We got them graduated. That is a program we are seeking to respond now.

Senator **JEFFORDS**. How long have you been there?

Mr. **STEVENS**. I have been at Oxbow five years part-time and I have just started full time in January. I was working full-time for

Common Cause before that as you probably know. Just a couple of other things that we have done with Carl Perkins money.

The Ag Mechanics class this year, these are small grants, two or $3,000 or less—got a computer for the ag shop this year. The students in the ag shop started doing inventory and learning on the computer. One of our graduates this year is now working at a John Deere dealership doing parts inventory on the computer in the business. A small amount of money that accomplished something.

The building trades class, we had a problem where the students were leaving the school immediately when they got there and going to the building trades site and did not have the opportunity to work with special needs teachers because they would have to stay down from the building trades site the whole two and a quarter hours. We used some Carl Perkins funds, bought a small mobile home trailer, converted it into a classroom and shop at the site and now the special needs teacher goes to the building trades site and works with students on the site as needed to teach them math and engineering skills so they do not have to spend the whole two and a quarter hours away from the site. She can work with individual students.

We have single parent homemaker funds. This year in our small school we had two women, two adult women in the building trades class, one that graduated in the auto mechanics class, one in graphic arts, one that took welding in the ag class and a number of others that were in more traditional classes but we use these small amounts of funds to help them achieve that. So I just wanted to put in a little bit of a positive note.

I think we're doing a lot of good things at our vocational centers and I think to blame the schools for some of the problems of society and some of the problems that we get that we inherit from lower grades is not quite necessary. A couple of comments of things that we at our local center would like to see in terms of changes in the way things are done in funding.

We have really had good success with using the small grants that are available, the program improvements grants, that sort of thing, to do the sort of things I just mentioned, to put in a computer in the ag shop or whatever. But when it comes to a major restructuring there simply are not funds available. We are trying to get started with a heavy equipment operators program. We have surveyed local businesses. We are finding a need for that, we are finding the need is no longer for the ag mechanic student. It is for the students that can deal with heavy equipment.

Well, to start that program and to make it go and do it right is going to cost hundreds of thousands of dollars. You have got to buy a lot of equipment and we have got some help from the State but it has been limited because the funds simply are not available so we are ending up starting a program basically on a shoestring. We are going to used borrowed equipment, used equipment, convert some classroom space in the ag mechanics. I would hate to see everything go into block grants and not have some money available for these kinds of major restructurings that we occasionally need. The program works well now to upgrade a particular program. The graphic arts we upgraded by putting in some computers and that worked well because it was a relatively minor upgrade. It could be done with PQIP grants but when you get to the sort of major thing we are talking about with this heavy equipment program we are finding it difficult to find the funds.

Another example is the pre-vocational program that has been tremendously successful and needs to be doubled and tripled in size and we are having trouble finding enough grant funds or whatever to do that kind of a major, I am talking 250, $300,000 range of moneys. The amounts the State has just is not available.

The other comment I would just echo Dick Flies said it. We spend a lot of time with the minor things. I worked with like four small grants, all of 2,000 or less and at the end of the time I have got a hundred dollars left in sex equity money and $50 left in computer money and a few dollars left in Compact 2000 and I really need the money to help a graphic student but it is tied up in this little pocket so what I have got to do is account for it all and write a letter to the State Department saying I spend a lot of time doing paperwork and accounting for where this money has gone and I say, gee, maybe you give me the six or seven or 8,000 in one block and tell me I have got these areas to spend it in and not have to account for the last few dollars in one.

I do not know if that is possible or not but it would be helpful to me. I find I spend a lot of time figuring up the minor figures. I just have a few sentences. I will not read this all.

The Vermont Vocational Association would like to——

Senator JEFFORDS. It has all been made a part of the record. Summarize as you like.

Mr. STEVENS. I will summarize. On behalf of the Vermont Vocational Association and Doctor Harris at the University of Vermont was very helpful in putting this together with me. He runs the mentor program which I should say a good word for. When I started in vocational education I did not know much about it. Doctor Harris was my mentor and that is one of my programs that the State Department runs and they need that kind of fund to help new teachers learn. Some of these figures also came from the State Department of Education. The Vermont Vocational Association would like to recognize and thank Senator Jeffords for his support of vocational technical education. We are pleased the United States Senate is initiating the reauthorization of Carl Perkins. We hope our testimony will be helpful to you. While Carl Perkins funds are a relatively small percentage of the total funding in Vermont they are having a significant impact on program quality and access. We urge your support for the continuation of Carl Perkins. We are in basic agreement with the positions of the American Vocational Association which you will have access to in Washington.

Senator JEFFORDS. Yes.

Mr. STEVENS. We want to highlight one particular issue that we think is perhaps unique to Vermont and that is to ask that Congress be recognized in the importance of a national policy that is responsive to the unique characteristics of a small rural State like Vermont.

For example, in a program of the sort that we have in our school that may have six or seven students in one class it takes more per student to run that sort of a class than if you have got 50 or 60 students using the same equipment and if two or three students drop out you all of a sudden do not have a program. If four or five join in you have got a major crisis because you have got double your program. What I am saying is it is difference in a small school or rural school where like this year we have an ag program and all of a sudden we are short students.

We have got a lot of teachers going to half time instead of full time. We have got another program where we need more. Those kind of shifts are a lot harder in a rural area and we need programs that allow that kind of flexibility. If I plan for sex equity money for ten women and then at the end of the year I have lost three and only need seven then I have got extra money in that category. On the other hand, if I get 15 I have only got two-thirds of the money that I need so we need the flexibility to shift that way.

We recognize that the Federal role as a partnership with the States has two mandates, to increase access and to improve the quality of vocational programs. We are all for it basically and I am just going to say that we urge that the Carl Perkins Act be continued. We would like to see increased funding and increased flexibility at the local level and we hope for national policies which are responsive to the unique characteristics of small rural States like Vermont. Thank you.

[The statement of Mr. Stevens follows:]

[At time of printing, the information referred to was not supplied.]

Senator **Jeffords**. Laura.

STATEMENT OF LAURA SPADA, COORDINATOR, SPECIAL NEEDS, RANDOLPH VOCATIONAL CENTER

Ms. **Spada**. Thank you, Senator. I appreciate the opportunity to speak today. With the task of reappropriating funds for Vocational Education under the Carl Perkins Act comes the opportunity to restructure the process for distribution of those funds. Here is an opportunity to provide change that takes education, particularly vocational education, into the 21st century. Although set-aside funds are essential to the current operation of programs for the handicapped and disadvantaged populations in Vermont, the process for distribution of these funds may in actuality deny access to some students.

The current practice includes a local match requirement in order to obtain funding. Much time and energy is wasted in developing ways to meet this match rather than looking for new and exciting ways to provide services to students. With the number of budget constraints experienced by local districts, it is sometimes difficult to come up with a match, thus they forego the application for funds. The students are the losers in this situation. In essence we are denying access to vocational education for the population most in need of service.

This is a time for the Senate to take a leading role in recognizing the importance of human resources, to develop a system of funding which demands accountability—not based on dollars and cents, but rather one which looks at the product—he productive worker, the satisfied employer. It is time to recognize external control of funding is not an effective means of bringing about effort toward organizational goals. Commitment to providing a sound educational program which allows all students to become productive members of society should be dependent on the rewards associated with such an achievement rather than the reward of gaining funding. Vocational educators must be able to develop goals and receive funding to support those goals. This is preferable to the goals being driven by how many matching dollars the school district has. Thus students become the center of our programs, energy is spent developing programs based on students' needs rather than expending that energy to find matching funds.

This should not be viewed as a soft approach but instead as an opportunity for educators to be risk takers, exercising a high degree of imagination, ingenuity, and creativity in seeking solutions to educational problems. Matching is not the only problem involved with set-aside funds. We are also forced to look at the lack of flexibility in serving the populations of handicapped and disadvantaged students. A large amount of time is spent identifying these students because of Federal mandates. Recognizing that each student who participates in vocational education has talents and deficiencies which need to be developed or improved requires that vocational educators have at their disposal the funds to provide students with every opportunity. At the same time more creative techniques for working with students could be developed. These new techniques will benefit all students, will help eliminate labeling which in turn increases the expectations for students.

Technology will only continue to go forward more rapidly as we approach a new century. More and more students will find themselves at a disadvantage as they prepare for entry into the work force. It will no longer be only those students whom the schools identify as handicapped or disadvantaged. Vocational education has a responsibility to be on the cutting edge in providing services to all students. Bureaucratic red tape or past practices should not stand in our way as we look for new ways to assure the American public that its work force will be ready and capable of meeting any challenge which may come to them.

Since the Smith-Hughes Act of 1916, vocational education has traveled a difficult path of establishing itself as a viable educational alternative. Please do not make the mistake the U.S. House has made and place these funds in the hands of local high schools. It is too easy to see these funds being used to fill the budget gaps of local school districts. If this should happen, vocational education will be set back 50 years, and those students in greatest need of these services will once more fall by the wayside.

It is through vocational education that students, regardless of their learning style, have the opportunity to be successful. Allow flexibility to vocational educators who have worked diligently to bring vocational education to the foreground of education. If given this flexibility, they will develop new and exciting programs that will enhance students' chances for success. Vocational educators recognize individual student potential and then using a variety of techniques to develop that potential to its fullest.

Now I would like to talk about the concept of excess costs. Through this process a school district running a special project for disadvantaged students may only apply for funds above and beyond the regular per student cost in the district. What this concept does not recognize is the amount of time and energy that goes into the day to day activities of working with these students. The students are there generally because the regular programs do not work for them. The alternative to these programs in many districts is an increased dropout rate. Even with that knowledge many innovative programs for the disadvantaged go undeveloped. Through this process school districts are faced with carrying a sizable financial burden to provide programs to very needy populations. The amount of time and energy needed to obtain the necessary funds for such programs can be discouraging, thus resulting in the forfeiture of such projects. The students become the losers in this game. Unfortunately, the student most often served by these projects are those for whom the traditional school approach has not worked. They require creatively designed programs whose results cannot be measured

Senator **Jeffords**. We will make the whole statement part of the record. Do you want to summarize the last part here.

Ms. **Spada**. Basically what we are saying is we would like to see flexibility. Instead of saying here is X-amount of dollars for handicapped and disadvantaged students put it into a block grant. That allows us to serve all students because the majority of students coming to us have some needs. Some of them greater than others. Given the flexibility to develop programs we will serve all students and make sure that the product at the end is an employee going out to do the job for the employer rather than spending a lot of time.

I spend a lot of time with students handicapped and disadvantaged. That is my position. I sometimes resent the fact that there are many students who I am not, quote, allowed to serve because that is not where the funding comes from. Those students are equally as needy in a different way. It may be the opportunity to improve their leadership skills because they are the leaders of tomorrow but because of categorical funding I am not allowed to do that and I would like to see flexibility to do that.

[The statement of Ms. Spada follows:]

[At time of printing, the information referred to was not supplied.]

Senator **Jeffords**. Morgan.

STATEMENT OF MORGAN GREY, STEP-UP PROGRAM FOR WOMEN

Ms. **Grey**. I am here to speak in support of the Carl Perkins Vocational Education Act, and especially the continuation of the set aside moneys for single parent, homemaker, and the vocational sex equity projects. In addition, I urge you to support the availability of these funds to community based organizations. As a coordinator of a job training program designed to place women in nontraditional trades employment in the State of Vermont, I know how important this set aside money is in improving the lives and increasing the economic parity of women in the United States.

Step-Up is a successful job training program which has operated in Vermont for the past four years. In that time, we have trained over 200 women, with approximately 80 percent of them entering skilled trades employment. Part of the funding for this program has come through single parent, homemaker, and vocational sex equity set aside moneys from the Carl Perkins Act. Without this kind of funding, programs like Step Up could not succeed. Women heading single parent households and their children constitute the largest group of people living below the poverty level in this country, and their numbers continue to grow disproportionately to the rest of the population.

One of the best ways to help women with this dilemma is to give them the skills they need to enter well-paying jobs. The skilled trades are among the best paid jobs available without a college education. Over the past ten years we have seen laws and regulations come into effect that set goals and timetables to increase the numbers of women entering the skilled trades. However, without training and support women are not entering these jobs in any significant numbers. In fact, most women and girls entering vocational education enroll in programs that train them for traditional jobs with less than average pay, a trend that reinforces the cycle of poverty in women's lives. We know from experience that this is not because women and girls are not interested in the skilled trades. Sex bias and stereotyping continue in vocational schools and society at large. Women and girls who want to pursue nontraditional careers are often discouraged by families and friends, by teachers and other students. Some teachers may state bluntly that they do not want girls in their shops; others may create barriers that are more subtle, but just as effective: Giving more attention to male students, treating girls paternalistically—giving them fewer opportunities to run the power equipment or work on the roof, or doing things for the girls that they would let boys do for themselves, allowing them less practical experience; or not seeing the girls seriously as future carpenters or welders or mechanics. Given the lack of support and encouragement it is not surprising that few women and girls opt for careers in the skilled trades.

All these factors serve to limit the vocational opportunities open to women and girls, and continue to limit them throughout their lives, forcing then; into lower paying jobs. The Sex Equity and Single Parent Homemaker set aside moneys are necessary to change this situation by working to eliminate sex bias and stereotyping in the schools through education of students, faculty, and staff. It is vital that women and girls get accurate information about opportunities for women in the trades and that they also get the information necessary to make sound decisions about their futures to enable them to earn a living wage. Much more needs to be done to recruit women and girls into nontraditional vocations and more must be done to give them the support they need to succeed while in these programs. It is vital to maintain the set-asides because we are dealing with a problem so insidious it is not always apparent and which results in women and girls being underserved by the vocational education system and relegated to low-paying jobs. It is essential that correcting this problem be a matter of national policy and not left to the discretion of each state. The only way to guarantee that these funds be used to correct this problem is to set aside percentages of the funds for these specific uses.

I also urge you to support the inclusion of community based organizations as eligible applicants for funding through these set asides. Many community based organizations have demonstrated considerable success in working with the targeted populations and should be considered important partners in the education and training of economically disadvantaged women.

[The statement of Ms. Grey follows:]

[At time of printing, the information referred to was not supplied.]

Senator Jeffords. Thank you very much. Excellent statement. Robert.

STATEMENT OF ROBERT LUCENTI, SUPERINTENDENT OF EDUCATIONAL SERVICES FOR THE DEPARTMENT OF CORRECTIONS

Mr. Lucenti. Good morning, Senator. Thank you for the opportunity to be here. I am superintendent of schools for the Department of Corrections. As superintendent of schools I am a comparatively new position in the State government. The general assembly just last year created a legalized school out of corrections and was somewhat in recognition of all the students they presently have incarcerated, that is, those people eligible by State and Federal law. Eighty-five percent of these students that I have in Vermont corrections are high school dropouts, most of them from Vermont, and this is true nationally, too, and I sit on a committee of other State and national directors of correctional education and I am sure that at some level you have heard from them regarding the one percent set-aside for corrections education. We are very concerned about that.

I think primarily our concern comes because we are a comparatively new growth area you may say in Vermont and, therefore, we are fragile. As a new school we are, of course, always competing for funding and as your commissioner stated this morning it is very difficult without advocacy groups, etcetera, to work for this very unpopular and disenfranchised. In Vermont we use the funding for Carl Perkins in the one percent set aside for collaborative efforts between local businesses that we have established as you heard from Mr. Anderson this morning. We set up some new relationships with the areas vocational-technical schools. We set up some new and coordinated relationships with the Job Training and Partnership Act. We believe we are getting some successes now. We hate to see this type of a spearheaded activity, the wind taken out of its sails. We feel like we can actually go somewhere now with the offender population as far as training them.

Primarily our objective, of course, is to see a tax burden and turn it into a tax payer. The average age in a Vermont correctional center is still around 24 years old. Mostly young people. Most of them are only in for a year or so. While we have their attention, you can say that, we feel that we can connect them with some good training opportunities which the vocational centers around the State have to offer. In addition to the 800 we have incarcerated there are an additional four to 5,000 people around the State on probation and parole. Many of those people have never had any type of occupational proficiency in any area whatsoever. We feel that by our involvement with them and in a relationship with the vocational schools and with the Job Training and Partnership Act people and the local area businesses that we are able to set up the type of relationships we need to get them really involved in some type of job training program.

Last year through the one percent I believe we garnered approximately $40,000 in services. I feel that we made a good investment with that money and I think some of the testimony this morning indicates that. It has reaped a lot of returns. On the financial end, at $20,000 per year to keep an individual incarcerated, at $40,000 that we get on our one percent set-aside, if two of those people were to stay out of jail for one year afterwards and receive good vocational training the taxpayer in this State has already reaped a return, and a significant one at that. I think we really need to keep up with these efforts and if anything kind of enhance those over time. I know most of my peers in correctional education around the State sense this is a great need. It is a need, of course, that needs to be aptly and sensibly funded. The training programs for disadvantaged populations no matter where they are need consistency and continuity in their program. We need to keep that up. In many cases the individuals that we have worked with never saw that type of consistency and stability. We try to provide that now to them and with that we are beginning to really see some benefit. Therefore, I really urge you to reinstate the one percent and I know that correctional education associations are even advocating this time at two percent and I can assure you here in Vermont that one percent or two percent will really be turned to the best advantage and it will be an advantage that involves a number of State agencies, local businesses, and very kind of new and innovative ideas in taking a very disadvantaged population and trying to turn that tax burden into a tax payer.

[The statement of Mr. Lucenti follows:]

[At time of printing, the information referred to was not supplied.]

Senator Jeffords. Thank you very much. Mary, the House bill consolidates the two programs for displaced homemakers and sex equity, of course, they shorten the funding a little bit too, but aside from the reduction in percentages, is that a problem to combine those two?

Ms. MULLOY. It is not a problem per se. I believe in the House bill what they ended up determining or how they determine the formula for funding those would be a 30/70 split, that 30 percent of the ten percent would go toward sex equity programs and 70 percent of that ten percent would go toward single parent homemaker and displaced homemaker programs. That in itself is not so different from the 8.5 and 3.5.

Senator JEFFORDS. Except it is smaller.

Ms. MULLOY. Right. And having that reduction to ten percent of the total is a concern to me in the fact that we just have especially even though we have combined efforts with employment and training and social welfare, to enhance the funding that Carl Perkins puts in place the need is so great in Vermont we just have too many women in poverty situations that we need to turn around.

Senator **Jeffords**. Robert, the House bill recommends that one percent be used for corrections. Is that going to be a problem for you?

Mr. **Lucenti**. We, of course, in correction education have looked at the set-asides. We understand that some of us are opposed at some level to set-asides. The question always becomes does the need justify that set-aside being there. One percent of that to us would be fine in the Senate version of the bill. We look at corrections education as a growing field. We look at corrections in this country to be a massive problem. It is becoming worse all the time. I believe now it is even looked at as one of the fastest growth industries in the Nation. This is unfortunate. We believe there really has to be an impact.

There is also a fundamental belief here that vocational education can benefit a person for the better and if you believe in that it really needs to be applied to this type of population. We are really asking for a firm commitment to that belief that vocational education and job training can do something. We recently did something of the Vermonters that we have incarcerated and again over 75 percent have never held steady employment at any level. But yet they test out these people are not handicapped in the sense of mental disabilities. They can be trained. It is a matter of breaking that cycle. As you might say we have their attention.

Senator **Jeffords**. You had a great champion of your cause in Ross Anderson before. Is that kind of thought replicated around the state? Do you have a number of businessmen that come to you?

Mr. **Lucenti**. The corrections education program rather than just being a State agency decided sometime ago we needed community participation and support so we went to the Vermont Retired Teachers Association which has a membership of about 2,000 individuals. We figured those were the smartest and brightest teachers we would probably find anywhere. We took and enlisted those teachers to have advisory boards at each one of our regional correctional centers. If you were to go into a correctional center today once a month you would see a group, a community group, a group of retired teachers talking about how to best involve community and industry in the local training programs for exiting offenders. Those community business people really felt like not only were they helping the individual but they are protecting the public.

If these people do become law-abiding participating citizens we are all protected. So those advisory boards have really worked well and Ross Anderson sits on one of those advisory boards. That is how he became involved. He saw the need and began to take some of the fellows from the Chittenden Community Correctional Center down to his shop to be trained there. We are looking to doing some of that with some of the other business people too. It also led to us literally busing our people from the corrections center into the regional vocational centers to receive training. Our hope would be that this effort will grow. It will only grow depending on funding and how much we can keep this together. But initially we started with some very reluctant attitudes in the community about having offenders participating at local schools and I believe we are beginning to see some of those barriers coming down. I believe in the community there is quite an effort made in communications with somebody else. Once they do go out you can be assured the public's going to be protected and we can assure this person is agreeable and amenable to training.

Senator JEFFORDS. Mary, how long have you been in the program?

Ms. MULLOY. For three years.

Senator JEFFORDS. Morgan.

Ms. GREY. Three years.

Senator JEFFORDS. What change have you seen in the last three years toward breaking down the barriers of sex discrimination?

Ms. MULLOY. In vocational education or in society as a whole?

Senator JEFFORDS. Right.

Ms. MULLOY. I think that we have seen a tremendous commitment in vocational education in the last three years that little pieces or little successes I think is what we seem to see a larger picture and one of what I consider little successes although I think it is a major success is that each vocational center in its local plan has to address the teacher. I think Al can attest to that. And each director has to write as well a postsecondary program. Every grant that goes out from the department is asked to address that area. Which means they are thinking about it. They are thinking about how they themselves have been vocationalized and as Morgan said subtle barriers they may put up to the success of that and we have seen a gradual increase in the number of especially female students but also male students that have entered nontraditional things. It is not a big number yet but in some programs it has been and we have had a lot of success with women as both Al and Morgan have said. We have seen a lot of success with both men and women that have been out of school that may have dropped out or graduated from high school and now want to go back because they are the head of the household and they need to support a family and they realize that trades are a short term way of getting a very good income, work that they can be proud of doing, and we have seen a tremendous increase in that. I think you will agree.

Ms. GREY. Yes. In the Step-Up programs we do the actual hands on skills training through vocational centers around the State and what I have seen is that we have a very good working relationship with the schools that we work with and it has been an education for a lot of instructors. We often use their staff, their faculty, as our instructors, some of whom have not worked with adult students or some who have never worked with female students find that they are working with a really motivated and very capable group of women which begins to turn around their attitudes and they become more aware of some of the barriers that are presented. I think that things are slowly changing. It is still taking a lot of time. We still talk to women who want to get into the program who say five years ago when I was in high school I was discouraged from taking a shop class. That kind of discrimination is still rampant but becoming more subtle I think.

Senator JEFFORDS. Al, is that your experience?

Mr. STEVENS. Sure. I was just thinking about one particular student that we had, a mother with three children came back and wanted to take electronics. She was very unsure about it. She said I want to learn to fix the toaster because I do not have somebody to fix the toaster for me. She ended up completing the class, top student, and last I knew was getting $10 an hour working at Creonics down at Lebanon. It was a process of building her self esteem as well as learning electronics. She had to go through this process of realizing that she really was capable of doing not only as well as the boys in the class but better than the boys in the class and taking home those A reports and now she is doing it and that is just one example but it is happening.

Ms. MULLOY. The impact that has on the three children is also something that is very difficult for us to measure in statistics but I think we have shown that that is one way to break the cycle.

Senator JEFFORDS. Laura.

Ms. SPADA. I agree totally and I think one thing I would like to see us do more of is perhaps using some of the funds to break down barriers that exist in the minds of the instructors who are the ones that are perhaps biased, culturally biased because as they grew up building trades instructors did not feel that the woman can be up on the roof because she cannot carry the bundle of shingles up with her. We need to educate those people also. I would like to see some of the funding toward that.

Senator JEFFORDS. Thank you for your excellent comments. We will take a short recess to allow our reporter a break.

[Recess]

Senator JEFFORDS. We will call the hearing again to order and please proceed. Our next speaker who we are taking out of turn is Marsha Baker, Director of Burlington Vocational Center.

STATEMENT OF MARSHA BAKER, DIRECTOR, BURLINGTON VOCATIONAL CENTER

Ms. BAKER. Thank you for inviting me to testify on the reauthorization of the Carol Perkins Vocational Act. I have been involved in vocational education in the various New England States in the past 20 years and would like to share some of my perceptions with the committee today. I know that the percentage of Federal money that comes to vocational education seems small and I have heard in the past some rumbles about, well, it is so small maybe it is not important and it should just be taken away but I do not think that we can over-emphasize the importance of that piece of money.

It is seed money and it also gives the Federal department an opportunity to chart the course to very strongly influence the course of what happens in vocational education throughout the country. I think that it is very important that we continue it. Especially in a small rural State like Vermont, I think that it is also important to consider at least part of the money should continue to go through the State Department of Education, that we need a strong vocational department unlike large cities like Pittsburgh perhaps that have more vocational educators than we do in the State of Vermont. If you give money to that LEA then they, I am sure, have some very good ways of spending it and do not need someone from the State Department in Pennsylvania telling them what to do. When you come to a small State like Vermont and you have all of these small towns attempting to do something innovative, without that leadership at the State level I think that a lot will be lacking so I hope that that will continue to be in the new version of Carl Perkins.

Another big important area for vocational educators is the continual development, professional development of the skills of our people and we need very much to have that base of money for professional development for the ability to send our teachers back into industry. I know that Ross Anderson is here. I was not here to hear his testimony but he has been wonderful for us to continue to upgrade the skills of our auto technology, auto mechanics teachers, but this is an area where if we do not do it, it is very easy to fall behind and we need that support and leadership and nudge I guess you could say from the Federal government to continue to have a reason to spend the money on professional development for our teachers to keep them teaching and I strongly believe this is not going to happen if this is not continually written into the act and there is not money set aside for professional development of our teachers.

The handicapped and disadvantaged students, when I first came into vocational education 20 years ago there probably were practically none because they could not do the work that was demanded of a demanding vocational course. Then around 1975 when we had the Educational of All Handicapped Students Act we started to get the support in the vocational schools, like the special vocational special needs teachers so that students who did not have the physical and mental capabilities could succeed in vocational education. This has been a very important step for vocational education, particularly for handicapped and disadvantaged students.

Without the set-asides for that I know that the local school districts are not going to consider that their most important commitment and I will be afraid that we would have even more dropouts and I think with the dropout rate in vocational education there is a connection there that we must look at very carefully. There are lots and lots of students who do not learn in an academic manner. I can say that. I was an English teacher for 15 years before I became a vocational educator and there are other ways of learning and there are many, many students who learn by hands on. And if we take away that possibility for lots and lots of students to be able to learn in this manner I think we will be doing a grave disservice to our student population, handicapped, disadvantaged, and regular students as well.

So I think that we have to be very careful in this era of reports on education and Nations at-risk and the emphasis on more academics and more graduation requirements that we do not take away something that is very important to all students and that is secondary level vocational education. Talk about the seed money that is used to start new programs. I can give you an example of a new vocational program that we are starting in Burlington.

After years of working on it we will be starting in September and it is a vocational program in the performing arts and this is a new concept for Vermont although it is not a new concept around the country of having a vocational program for students who are very serious in the areas of acting and dance and in stage craft and the Vermont Council on the Arts just recently gave us a report saying that 96 million dollars is brought into the little State of

Vermont per year from the arts and this is a vocation and this is not something for someone who is just trying to get out of study hall. This is something for a student who really and truly is committed. Without the backing of the State Department of Education and the three grants that I got from them, quite small grants a couple of them, but one relatively large grant, I could not be starting this program. It literally——

Senator **Jeffords**. Starting next year, is it?

Ms. **Baker**. It is starting in September. We just hired our teacher. We have 27 students including an adult who are very serious about a program in the arts. They will take it for half a day. It is very important and would not have happened without the seed money. It does not sound like a lot of money, again, but without it we would not have this program. I hope this would continue as well.

Purchasing of new equipment. People will say vocational education is more expensive, but, yes, sir, it is, because mostly everything you buy today costs $25,000 and without some State and Federal aid in the way we are again getting it has been Federal aid which has filtered down through the State Department through the grant process we would not have our new $35,000 for a computer which is teaching students how to be electric typesetters and then starting at $10 an hour.

In the area of Chittenden County there are 28 printing firms. Without that money, $35,000 computer, we would never get it. With the money we are training people. And as Mary said adults coming back, women without too much of a background in the vocations, going out and supporting their children because of these opportunities. Staying on the cutting edge of technology would be impossible for us without these State funds. Just to emphasize again the dropout rate which we think would be exacerbated without vocational education, I think it is vital that we help students to stay in school by leaving this alternative for them and the support that comes from the Federal dollars cannot be overemphasized and I thank you for allowing me to come and come late and not being on my own panel.

[The statement of Ms. Baker follows:]

[At time of printing, the information referred to was not supplied.]

Senator **Jeffords**. I appreciate you very much for coming and thank you for the excellent testimony. I asked the panel that you were to be on that there was a cry for change five years ago when we passed the last version of the Carl Perkins Act. What change has occurred in Burlington in the sense of different types of skills that are available and that was question number one. Question number two is do you have a difficulty with respect to finding teachers that have those skills?

Ms. **Baker**. Number one, I think that what I have seen over the past five years has been a growing interrelationship with the academic people in our schools. So that because we are talking about better basic skills we are talking about how to get more academics into our vocational programs and that has opened all kinds of doors for students. We now are getting credit. You take a course in, a vocational course, you can get math or science or some other equivalencies because of the academic people are realizing that there are these basic skills that are being taught in a very practical manner which appeal to students and so I see more team work for the sake of the students and I think that that is all to the good. The other question was about are we able to get good teachers?

Senator JEFFORDS. Yes. Is it difficult finding teachers?

Ms. BAKER. Our major problem in finding good teachers has been that when I have been starting new programs I have had to start with half-time programs because it is a new program and there have not been as many students signing up as to would allow for a full-time teacher and yet even though these are half-time positions have been able to get some excellent young people. Because they are vocational graduates themselves, they have again been out in the field for maybe ten or 12 years and they are committed to their trade and they have that feeling that a good teacher has that I want to give what I have learned and I want to give it to the next generation and I have seen some wonderful vocational educators over the past 20 years and it is harder for them to make that commitment when it is a half-time but I have seen three or four of them in the past few years and have just hired four people for the performing arts, two temps positions, not even half positions, and we have some excellent people.

People are willing to sacrifice because they believe in this, passing on their fruits, their skills, their trades to the next generation. It is very powerful. They are out there and with the accommodations that we can make we are getting very good people.

Senator JEFFORDS. Thank you very much. We appreciate it.

Our next panel is some excellent people to testify from our surrounding States. Emanuel Axelrod, District Superintendent of Schools in New York City, Robert Johnson, Chair of the Vocational Tech of New Hampshire, Robert Bloomfield, New Hampshire, President of the Nashua Technical College, and Jeffrey Rafn of New Hampshire, Executive Director of the Job Training Council. Welcome here. We appreciate you coming very much. We are sorry we are running a little bit late but I will be here until you have had your due time I can assure you. Emanuel, please proceed.

STATEMENT OF EMANUEL AXELROD, DISTRICT SUPERINTENDENT OF SCHOOLS AND EXECUTIVE OFFICER, ORANGE-ULSTER BOARD OF COOPERATIVE EDUCATIONAL SERVICES, NEW YORK CITY, NY

Mr. AXELROD. Thank you very much, Senator Jeffords. My name is Emanuel Axelrod and I am District Superintendent of Schools, Orange County, New York, and I am just going to say while I have come a long way I understand this is Orange County so I sort of feel like home. We have a rural county. Even though we are an hour from New York City it is rural and very similar to this county. I have been asked to put forth the views of New York State's educational communities.

I was asked to represent that community because I have been directly involved with planning and administering vocational education programs since the mid sixties. I was a teacher. I was a director of vocational education and for the past 15 years I have been district superintendent of schools. I know that from firsthand experience how important the funds are that are distributed to the various States and how important they are to expand and to encourage new programs. In New York State today the major providers of occupational education are the area vocational-technical centers administered by the 41 boards of cooperative educational services and the unit or multitrade vocational schools located in the big five cities in New York State. Until the passage of the VEA Act which made moneys available for planning and implementing increased occupational programs while requiring the State to develop a comprehensive delivery system occupational education in New York State was limited to the unit trade or multitrade schools in the large cities or agricultural programs in rural high schools and very, very limited programs that were offered in comprehensive high schools in suburban areas.

When the VEA Act was passed in 1963 a new model for delivery of occupational education programs came into being in New York State. The vocational-technical area center was designed to serve students of various educational levels for many school districts within a region, rich, poor, urban, suburban, and rural. Through the pooling of financial and human resources area vocational-technical centers developed a variety of programs based on the occupational needs of the entire region.

Programs ranging from auto mechanics to practical nursing, from printing to computer operated machine shops, from airplane mechanics to culinary trades, from data proposing to construction trades are but a few of the programs that are offered. These programs could be offered in the most cost effective efficient manner because many vocational education courses require significant investments in highly trained instructors, facilities, and equipment that could only be offered on a shared basis were in large cities where a great pool of students exist. The area center in New York State, that concept operates on a half day basis. Students only come to us for a half day and then return to their home schools for their academic instruction. Some of them get the academic instruction first and then come to us in the afternoon. So it is a split day for the students.

In Orange County we provide 28 different programs in occupational programs for about 1,200 secondary students. We work very, very closely with advisory councils and an advisory committee for every single program that we offer and to answer the question that you have asked other people, we have seen significant changes taking place in our program because of our so close work that we have with these craft committees every single year so we see great changes to keep up with the technological changes.

Senator **Jeffords**. You have 28 different programs?

Mr. **Axelrod**. Yes.

Senator **Jeffords**. And 28 different advisory committees?

Mr. **Axelrod**. Very active ones, too, yes. The occupational education program has also for many years served as a deterrent to dropping out. Students with academic difficulties enrolled in hands-on relevant job-related programs who are practically assured of a good job upon graduation find encouragement for staying in school. Occupational education is frequently the catalyst that reawakens student commitment to school and sparks a renewed interest in academic skills.

As long as students stay in school they also receive academic instruction in addition to their occupational courses. Only by regionalizing instruction with occupational education courses can we be able to keep up with the needs of local business and industry thus assuring that enrollment and courses result in a job. They graduate, enter the work force, and become productive citizens and taxpayers. Graduates of area vocational-technical centers and big city trade schools are sought after by employers. In the past approximately 93 percent of New York State's occupational education students who were available for employment, for example, those who did not go on to higher education or who did not enter the armed forces became employed for occupation most in the field for which they were trained enduring the time when youth unemployment was running over 20 percent a year.

During the past 15 years New York's centers have offered extensive programs for out of school youth and adults, many with direct linkages with community colleges. We have been providing the two plus two programs over the years. Our students go on to community college at an advanced standing. Like students in practical nursing do not have to take the basic nursing courses when they enter an RN program at the community college level so we have over the years been doing some of the things that H.R. 7 wanted to introduce. These programs provide training for entry level jobs, upgrading of skills and specific job areas, retraining of displaced workers and homemakers who wish to enter the work force. In 1972 the Orange-Ulster vocational-technical program initiated an adult program with approximately 200 students. This year over a 11,000 adult students took part in vocational-technical classes after school and at night and some during the regular school day. The interesting part with this, Senator, is that those classes are available because of the moneys that went to the secondary programs for very specialized equipment. If we did not have that VEA funds we would not be able to offer them not only to the high school students but to the adult students. The adult occupational education program has been identified as a major component in New York State's economics development.

Specific training in the use of automated manufacturing techniques and equipment and statistical process control for large companies such as Metal Container Corporation, Audax, Chelsea Homes, Service Merchandise, etcetera, have been implemented at Orange-Ulster's vocational-technical center. This training arranged prior to the companies actually arriving in Orange County was a significant factor for locating in Orange County. Even with help from Federal government local districts operating independently would have neither the resources nor the trained personnel to implement such programs. It is, therefore, imperative that the new legislation direct funds to be allocated to the major providers of occupational education in New York City which include the area of vocational-technical centers and the big five city school districts which the area vocational-technical centers in this State are the same. Moneys so allocated will not be fragmented and used by local districts to establish basic courses which may in fact flood the market with students unprepared to meet the rapidly changing needs of business and industry in the area. For example, in Orange County, my own county, the 17 school districts have only an average enrollment of under 3,000 students in K through 12 throughout their districts. Each one has a high school of about 900 students. Of those approximately 15 percent would be enrolled in occupational education programs. That is only a 135 students.

Because of the limited number of students and limited funding, school districts would be unable to provide a broad variety of high-tech expenses training programs unless they were able to be pooled in an area center and that is why I feel very strongly about the moneys not going to local school districts. Students would most likely be limited to courses in business subjects and home economics with perhaps one additional offering. This pattern would prevail despite the fact that area businesses needed machinists, chefs, airplane mechanics, computer repair people, etcetera. That is not what our business and industry people want. There must be provisions to target funds for program expansion and improvement so that all students including those of special needs enrolled in urban areas have access to quality programs.

Furthermore, money should be directed to proven providers in areas of greatest need. Concentrating resources in those areas will expand opportunities for those populations which might otherwise enter the ranks of unskilled, underemployment, and unmotivated workers. The traditional ladder of opportunity by which generations of Americans have moved from lower to middle to upper class may well disappear if we do not make the commitment to serve the most needy now.

Finally, adequate resources for State-wide activities such as curriculum development, testing, and in-service education need to be allocated. State-wide initiatives should be provided to encourage innovation, such as model programs that integrate academic and occupational skills and leadership development programs that teach skills necessary for success in the work place as well as programs that seek linkages with area businesses, industry, and government agencies need to be supported. I feel that the moneys should be directed to the States. I think the States should come up with the plans based on the criteria that you set to meet the needs of local business and industry. I think there should be set asides. I think if you cut out the set asides those people will absolutely slip through the cracks because individuals do not have that kind of commitment to the needy people. There does not seem to be enough. It is not cliquey enough. And people, they do not have enough advocates for that and, therefore, I really urge you to not let the set-asides go by, otherwise they will not be served. So I am going to stop right here and thank you very, very much for this opportunity to join this group of people.

[The statement of Mr. Axelrod follows:]

[At time of printing, the information referred to was not supplied.]

Senator JEFFORDS. Appreciate very much your patience and very excellent testimony. Very helpful and very interesting and your whole statement will be made a part of the record.

Robert.

STATEMENT OF ROBERT JOHNSON, CHAIRMAN, VOCATIONAL-TECHNICAL EDUCATION COUNCIL OF NEW HAMPSHIRE

Mr. JOHNSON. Good afternoon, Senator Jeffords. I almost am to the point where I am going to take my glasses off and speak from the heart without supplying anything that is in our testimony that you will have in your office when you get back in Washington. I hope you take time to look at it. It is a long, involved report but today I would just like to specify two or three items.

My name is Robert Johnson. I am a member and chair of the New Hampshire State Council for Vocational-Technical Education and a former Human Resources Manager for GTE/Sylvania. I retired three years ago after spending over 35 working years in business and industry. On behalf of the New Hampshire State Council I would like to share with you some concerns and issues the council has with regard to the Carl Perkins Vocational Education Act and its reauthorization.

In New Hampshire, the 4.2 million Federal dollars received annually from the Carl Perkins legislation/appropriation is the major leverage for directing State and local dollars to targeted needs and initiatives in vocational technical education. Even though the Federal dollars received comprise less than ten percent of the total dollars expended for high school and postsecondary vocational-technical education, that ten percent drives tremendous innovation and creativity. The programs needed to meet the needs of youth and adults as well as the employers of New Hampshire are indirectly driven by the Federal initiative. We in New Hampshire hope that you will continue to support those initiatives in vocational-technical education and job training.

I would like to expand upon some of the New Hampshire State Council's special concerns that should be addressed by any new legislation. The private sector role. Three years ago I was enjoying probably the finest job I ever had. That was full retirement. And a person came to me and said would you like to serve on the vocational-technical council. I said what is that. In 35 years I had nothing but bad experiences in vocational-technical education in a small town where we were a sending school and it got so bad that GTE/Sylvania had to run their own educational programs, had to train their own mechanics, and had to do everything on their own because we could not find technical educators who were capable of teaching the specifics of a very modern high speed technological plant. We had automatic inspection stations, we had robotics, we had things like that, quality assurance programs ten years ago in Hillsboro, New Hampshire, that people do not even believe ever occurred and we had 18-year olds running million dollar pieces of equipment that had to be trained and we trained them in house. But since I joined this illustrious group of 13 dedicated citizens—and I heard some good words about the council in Vermont and I applaud them in their work—I found out there is a lot of things going on in our State and your State and every other State but it is the best kept secret in the United States.

What vocational education is doing is unknown and what education is doing is unknown but I can say that in my travels throughout the State I have learned to know what is going on and I am very pleased to be part of this system. Specifically the private role is there and it is essential that whatever legislation is passed we in the council do not care if we get our jobs taken away because we do not get paid anything. We have lots of things to do. If it is not vocational education we will do something else. But I seem to think that we are the only ones represented here today that look at the big picture. Everybody here is an educator or a small service provider or a large service provider. We are here to oversee or look at the total picture as council members in every State to try and see what is best for the students whatever grade and whatever age they are for the future. So I feel it is very important that private sector continue to be the important, quote, governing board for education in New Hampshire.

I am not always popular. When I go to business and industry linkage meetings with the gentleman on my left who I talk to and know because of those linkages, I say I report to two people, the IRS and my wife, and I do not have to talk to anyone about what I think the role of education is in this country. But I also know that it is important that people talk and work together and I would like to tell you a couple of homely examples of what went on in my three years working with the council.

Accountability is the next thing our State council thinks is important. In my home town where I live I have had a drag out argument with the principal of the school on how to calculate dropouts. If you cannot have that calculated correctly within the State how can you expect to address how many there are and who cares what the number is. The point is it is increasing every day, it is getting worse because people in academics do not want to consider that a vocational education might be the way or exposure to career education might be the way or perhaps they might like to try to go to the vocational-technical colleges throughout the State if they had a chance.

Third, personnel development. I think someone addressed it today, the lack of teachers, the lack of people available to teach the human capital development. I think it is a huge group and it is growing every day of retired people like myself who are willing to help make this a better place, who are willing—not educators—but they're willing to train, willing to talk, willing to give what they know about business and management to the educational delivery system.

Relaxing set-asides. Give States greater flexibility in determining meeting special population needs. JTPA vocational education coordination. I can tell you that I drove to Vermont with Jeff Rafn, who is the director of JTPA, because we talk to each other. We work together. We are working on a common system approach in New Hampshire. I am on his committee. He is on our committee. Those things have to continue. Interagency planning and business and industry linkages. The reason I know Bob Bloomfield is because in February and March of this year we went to Nashua and Bob and his counterpart in the vocational educational high school hosted a business and industry linkage conference and he was very pleased to see I am using the Nashua pen today. It is amazing how I brought that because I did not even know Bob was going to be here. We meet people we never met before.

One day I unfurled the logo I wish the State and Nation would. The night before I bought a cheap piece of astroturf, at $1.78 a yard. My wife said what are you doing. I said I am making a sign. I had the governor of New Hampshire with his eyes shut cut the ribbon because he did not know what the sign said and as I unrolled the hastily glued on sheeting in the back the sign said cut the turf. And if I brought you nothing else today I say education has to cut the turf. There is nothing left that cannot be solved by talking together and working together. I think Jeff is going to talk about that but if I say nothing else until education in this country stops worrying about themselves, stops defending themselves, and stops worrying about who is going to do the job will never be successful.

My mentor is the State of New York. I like what is going on there. But we cannot do in New Hampshire what you are doing in New York. I am worried about the local schools, local school boards which are inundated with people who are not sure what we are doing. They have a cause but no big picture. I hope that you do not give too much to the local schools. I hope it is funded in blocks or whatever ways the other people want through State education or whatever it is. But I would like to say that finally that I think it is important that these such things continue and that we have these linkages just as we had before. We have had three so far in the state. We have four more coming up in the next year.

Two-plus-two is an old term I am getting to know. It is being done but just starting to be done in the system that is in effect right now. If the council goes out we will probably recess back many years because we are just starting to get people to talk on the two plus two. There are a few good examples but not as many as there should be. Certainly not as many as New York and not as many as Vermont.

Last, performance standards. Outcomes based on students' performance must be a primary concern, not institutional issues. The council met on the 23rd of June and we asked to incorporate three concepts in the new legislation. Whatever legislation it is. Whatever form it takes. We recommend to Congress that the majority of the membership of any council created by the reauthorization legislation be private sector and further that the chair person be from the private sector. Two, we recommend to the Congress that any council created by the reauthorization be independent of the agencies for which the council has oversight. I must say that the State councils must be an independent oversight team of representatives composed of individuals with a majority from the private sector, business, industry, and labor who are not gainfully or administratively connected to the vocational-technical occupation and job training agencies. That's probably the second most important thing. Cut the turf and make sure they are not gainfully or administratively connected to the vocational-technical occupation agencies. Jeff might not like that but that is the first thing I told Jeff that I did not like. But he also likes some of the things I do say.

Finally, the third thing they asked me to say to you and the members of the Congress is that any council created by the reauthorization of the Carl Perkins legislation once again provide flexibility to the State to design a workable council to be responsive to the needs of the individual States. It seems everyone says the same thing. There has got to be some flexibility no matter what system you end up with. I thank you for the opportunity of presenting my case.

[The statement of Mr. Johnson follows:]

[At time of printing, the information referred to was not supplied.]

Senator JEFFORDS. Thank you very much for coming and sharing you experiences with us.

Bob Bloomfield.

STATEMENT OF ROBERT BLOOMFIELD, PRESIDENT, NEW HAMPSHIRE TECHNICAL COLLEGE, NASHUA, NH

Mr. BLOOMFIELD. Good afternoon, Senator. My name is Robert Bloomfield. I am the president of the New Hampshire Technical College in Nashua, New Hampshire. However, I appear before you today in my role as Chairman of the Program Review Committee of the New Hampshire Job Training Coordinating Council. On behalf of the Coordinating Council I want to thank you, Senator Jeffords, and members of the Committee for this opportunity to present our viewpoints on the reauthorization of the Perkins Act.

The New Hampshire Job Training Coordinating Council supports the concept of having one State council, the Human Investment Council, to coordinate the activities and replace the existing State councils under the Adult Education, the Perkins Act, the Job Training Partnership Act, the Rehabilitation Act, and Wagner-Peyser Act. We do not take this step lightly. We are fully aware that if the Human Investment Council concept is enacted into law it will mean the phasing out of our highly effective Coordinating Council. I have served on the New Hampshire Coordinating Council during all six and a half years of its existence. I am proud of our accomplishments. I am proud of the award winning programs we have spawned that have been implemented by our sister organization, the New Hampshire Job Training Councils.

On May 11, 1989 after a great deal of discussion, questions, and sole searching we voted unanimously to recommend phasing ourselves out of business and supporting the concept of the Human Investment Council as being in the best interest of our State and our Nation. We have long worked toward a State-wide strategy of interagency coordination of human resource efforts to reduce duplication, improve cost efficiency, and most importantly of all, to effectively serve the clients who seek help from the various Federally and State funded programs. We are proud of our record as a council in being catalysts for change and persuading agencies within New Hampshire to work effectively together.

We would urge the Senate to include the implementation of the JOBS Act portion of the Family Security Act in the Human Investment Council concept. We believe this would greatly strengthen the coordination of this program. We are proud that the New Hampshire agencies involved in the implementation of the JOBS Act are working together to accomplish this despite Federal barriers. We are aware, however, that it is not happening in many of our sister States across the Nation. Thus we believe that it is important for the Senate to move beyond agency and congressional committee turf barriers by expanding this concept to include the JOBS Act as well as agencies identified by the House.

The New Hampshire Job Training Coordinating Council also urges the Senate to consider the implementation of the Human Investment Council concept at the Federal cabinet level as well as the State level. We believe that the Federal government ought to emulate the leadership of a number of State governments including New Hampshire and improve interagency coordination at the Federal level. We can join in supporting the New Hampshire State Council on Vocational Education's recommendations that the membership of any council created for this purpose should have a majority of private sector members and that the chair should be from the private sector.

We also support the New Hampshire State Council on Vocational Education's recommendation that the council be independent of agencies for which the council has oversight and that whatever legislation Congress enacts above the State council should provide flexibility for the States to design workable councils that will be responsive to the needs of individual States. While we have not adopted a formal position on the question of eliminating Federally proposed spending set-asides that guarantee funding for certain groups, I am sure that our longstanding position of allowing State and local flexibility in decision making allows me to urge the Senate to eliminate these set-asides.

We support the proposal that calls for the States to thoroughly assess the needs of each of the special population groups and to determine how they best can be met at the State and local level. We believe it is impossible at a national level to determine program target populations that make sense in a country as diverse as America. We believe that the legislation should eliminate the existing set-asides for specific populations and hold the State responsible for justifying its funding split between secondary and postsecondary and that the States should specify how the various target groups that exist in their States are being served. We also have a long standing tradition of belief in the need for accountability, quantifiable performance standards, and believe that the States should be required to apply such performance standards in measuring the quality of vocational education programs funded with Perkins money to determine which perhaps should receive community funding. We support the concept that connects high school vocational students with postsecondary programs. We support retention of the provision in the current Perkins Act that sets a small State minimum funding level. We have long believed that the best way to expand the scarce funds available is to work together efficiently and cost-effectively.

We find it ironic that at a time when the House Education and Labor Committee and the Secretary of Education are calling for decreasing the target of special population and the remains of program simplification and program flexibility that the U.S. Department of Labor and the same House of Education and Labor Committee are proposing to reform JTPA by increasing targeting to specific need groups by national decision making. While we recognize that it is not the subject of this hearing we would urge your committee to learn from the lessons of past Perkins Act experience when the JTPA amendments come before you later in the session. Congress and the administration say that all of the specific targets to specific groups have not worked in vocational education and we can best meet the needs of special populations through a thorough and open——

Senator JEFFORDS. Robert, if you would summarize.

Mr. BLOOMFIELD. I think I can summarize in three statements. One, we support the Human Investment Council as a tool for interagency coordination; two, we recommend that the Council have a majority of private sector members and that the chair be from the private sector; and three, we believe that the legislation should eliminate the existing set-asides for specific groups and allow the States to determine the target groups.

[The statement of Mr. Bloomfield follows:]

[At time of printing, the information referred to was not supplied.]

Senator JEFFORDS. Thank you very much.

Jeffrey.

STATEMENT OF H. JEFFREY RAFN, NEW ENGLAND TRAINING AND EMPLOYMENT COUNCIL, INC., ISSUES CHAIRMAN

Mr. RAFN. Thank you, Senator. It is certainly a pleasure to be here. I am actually the Executive Director of New Hampshire Job Training Council and running the JTPA but I am not here representing that program. I am here instead representing the New England Training and Employment Council, Incorporated, which is an association of State and local employment training organizations throughout the six States in New England and the position that I am about to give you in the testimony I am about to give is really the reflection of the views of all of the SDAs and States in the New England area regarding the Carl Perkins Act.

First, without much fanfare, NETEC, as we are called, NETEC would support and recommend that there be one council, however that council be put together. We believe that because coordination does not happen naturally and it does happen infrequently and while I can point to many successes in the State of New Hampshire as well as many other States can do that as well in their own States, the reality is there, is much more to be accomplished and certainly it makes sense that all of the players that are involved in establishing policy and advice regarding the major acts involved in employment and training should be able to sit down together. If anything I have learned over the past is the more people sit down the more you make them sit down and if they do not know what to talk about at first they finally end up knowing what to talk about as they sit there.

We would, however, recommend that there be strong private sector representation on that board and further we would recommend that at least a third of its membership be also members of private industry councils in order to tie in that very important group that is actually overseeing much of the policy implementation of policy at local levels and to the overall State initiatives. We, too, would recommend that there be an interagency council established at the Federal level that would be comprised of at the minimum of Secretaries of Labor, Health and Human, Services and Education. It is our experience that if there can be any one barrier that creates the greatest problems in terms of coordinating our programs it is the barriers that happen at the Federal level and are created at the Federal level.

Even now as we look at regulatory language that has been proposed by the Department of Human Services about the jobs program we see our job of coordinating JTPA and the jobs program is actually going to be more difficult than it was before that legislation was put together if the regulations are accepted.

Third, we would support the reduction of set-asides for specific populations and groups. It has been our experience that whenever we have had set-asides we have had duplicate and parallel programming. Actually what is happening is specific populations are left out of other kinds of funding that they could very well participate in because it is seen, oh, well, this is your money over here as opposed to this is our money over here when in fact it could be done together. Further, it inhibits the ability of the State and local areas of the States to meet their needs. We do not suggest, however, that we give up on serving these populations. Rather what we would suggest as you put your bill together you really be very clear in the terms of the outcomes you would like to see come out of this bill and then establish performance standards to which you can hold States and local areas accountable. It should be a performance driven system, not a process driven system.

Certainly the Federal government has the right and I think the responsibility to provide the leadership in terms of who we should serve and what the outcome should be but leave the States and local areas the responsibility of deciding how to actually do that. We think that there needs to be much stronger linkage between education and business and industry and it seems to be the old war cry but all too often what happens and even in the legislation I have looked at that was proposed in H.R. 7 that it was given at best an advisory role. To get true investment by private sector you have to give them a policy role. I would look for roles where even if it is a pilot trial basis you give actually authority to some private sector members or private sector council and that way they will become invested in the educational system.

Further, I think another improvement would be if we could look in ways in which the legislation would allow us to respond on demand to private sector training needs as opposed to just looking at what the long-term training needs are which are important. We need to be able to respond to private sector's immediate needs and with the aging of our work force and with the rapid technological changes within our industry the needs for that training to be put together quickly and rapidly and sometimes a one shot deal needs to be there and the ability to do that I think can happen if you put the appropriate mechanisms within the legislation. Within the JTPA system and within the Carl Perkins system we both have the concept of the disadvantaged; however, those definitions are not currently the same. Currently JTPA amendments, they are proposing to change that definition and I encourage you to take the opportunity as you look at H.R. 7 or you look at your own bill that you come up with some sort of definition of disadvantaged that is consistent between the two acts and this way we will be able to better coordinate our programs.

Another way that would help coordinating JTPA with Carl Perkins is if we would be allowed to use JTPA funds as a match to Carl Perkins funds. I would point out that under the Carl Perkins reauthorization act that States need to be able to ensure accountability of programs. They need to develop and implement comprehensive State strategy and they need to minimize the risk that funds under this act are used to supplant local efforts as opposed to expanding those efforts. Therefore, we would recommend that you seriously reconsider with great hesitancy and reluctance of allocating funds to local districts as opposed to the State areas. We would also recommend that you put parts of that legislation focusing on using basic skills deficiencies and work place literacy, addressing those two items through vocational education. For the students we serve frequently, those students benefit the best, learn basic skills, learn work place literacy competencies through vocational education in concurrent programming and integrated programming.

Something I have not heard many people talk about today is the fact I think we need to increase the accessibility of vocational education to adults. Historically it was developed with youth in mind and meeting the needs of those youth. As you know the number of youth in our population will probably decline in the coming years and with the rapid technologic changes that I referred to before we need to look at the vocational education system as a system to retrain adults and, therefore, we need to look at the needs of those adults. We need to look at the fact that child care is important. We need to recognize the fact that education and training must occur on nonworking hours and sometimes may have to be spread out over longer periods of time. We have to work at getting it off campus and into the community and into business. We need easy access in and out of programs.

Finally, we would recommend there be a small State minimum allocation to ensure that every State at least has the ability to carry out the provisions of this legislation. I thank you very much for the opportunity to provide this testimony and NETEC stands ready at any time to assist you and members of your committee in putting together a bill I think will best serve this country.

[The statement of Mr. Rafn follows:]

[At time of printing, the information referred to was not supplied.]

Senator **Jeffords**. Thank you all for very excellent testimony. I have to catch an airplane, unfortunately, or I would have some questions for you. We will be in touch with you as time goes by for more information. I deeply appreciate you taking the time and effort coming over and meeting with me today. It is very important to me. I have a deep interest in vocational education and the success of the Nation depends on it. So we look forward to working with you in getting the best bill and I appreciate the small State minimums. Thank you.

[Additional material supplied for the record follows:]

John R. McKernan, Jr.
Governor

Eve M. Bither
Commissioner

DEPARTMENT OF
EDUCATIONAL AND CULTURAL SERVICES
Telephone (207) 289-5800

July 6, 1989

Senator James M. Jeffords
P.O. Box 676
Montpelier, Vermont 05602

Dear Senator Jeffords:

With your permission, I would like to enter the enclosed statement on the reauthorization of the Carl D. Perkins Vocational Education Act into the record of the public hearing you have scheduled for July 10 in Randolph, Vermont.

The statement represents the official position of the Maine Department of Educational and Cultural Services and will serve next month as the basis for a discussion by our State Board of Education. As your staff requested, we have submitted 25 copies.

I trust your hearing will make a significant contribution to the Senate deliberations on the future of occupational and technical education in the United States. We believe that the outcome of the reauthorization process will have a major impact on the efforts in New England and throughout the country to develop the world-class workforce needed to compete effectively in the world economy of the 1990's and beyond.

Please don't hesitate to call me or my Associate Commissioner for Adult and Secondary Vocational Education, William H. Cassidy, if you would like any additional information or clarification of our views on this pivotal issue.

Sincerely yours,

Eve M. Bither

Eve M. Bither
Commissioner

State House Station 23, Augusta, Maine 04333 — *Offices Located at* the Education Building
An Equal Opportunity Employer

The Role of State Leadership in Preparing Workers for the Jobs of the Future

Statement of the Maine Department of Educational and Cultural Services on the Reauthorization of the Carl D. Perkins Vocational Education Act

July 1, 1989

A lightly-publicized but intense and often heated debate is raging in Washington, DC, and in many other communities around the county. The specific issue at hand is the reauthorization of the Carl D. Perkins Vocational Education Act—merely the latest in a long series of reauthorizations of federal vocational education legislation dating back to 1917. But the real topic of debate is the future of occupationally-specific skill training and education in the United States.

At one level, all the parties to the debate share a common goal: to mobilize and reorient vocational education, particularly at the secondary level, to help create the skilled and adaptable, "high tech, high flex" labor force needed for the emerging world economy of the 1990's. But little agreement exists about the appropriate strategy for achieving that end.

The subcommittees of the House and the Senate, in developing their reauthorization bills, have generally ignored the proposals of the American Vocational Association and of the Department of Education and the Bush Administration. Instead they have focused on the reports of the National Assessment of Vocational Education.

The following are summary statements of some the primary concerns which have been expressed by subcommittee members (some notes on how the vocational education program in Maine stands in relation to each issue are appended, in italics, to each paragraph):

- **Perkins Act provisions intended to increase access to quality occupational skill training for handicapped and disadvantaged students have proven to be unwieldy and ineffective;**

[Maine shares the perception that certain Perkins provisions—the excess costs requirements; the dollar-for-dollar match; the prohibitions on the use of certain funds for outreach, prevocational and pre-technical programs, child care, transportation, and tuition subsidies—have limited the impact of the Perkins handicapped and disadvantaged set-asides, particularly in terms of increasing access to quality vocational education for economically disadvantaged students. Nevertheless, Maine has used these set-asides aggressively at both the secondary and postsecondary levels, funding developmental studies and technical studies programs, learning resource centers, tutoring, and special student support services counselors and centers.]

- **Perkins Act funding formulas have not been very successful in targeting resources to schools and economically disadvantaged students with the highest levels of need;**

[Studies have indicated that, in many States, large inner-city school districts—typically those with the highest levels of need for occupational skill training and for program improvement—have received less than their fair share of Perkins funds. This has not been the pattern in Maine, both because the highest levels of need in this relatively poor and rural State are not necessarily concentrated in the larger population centers, and because the relatively large urban vocational centers have been very successful in mobilizing Perkins support for program improvement projects.]

- **Perkins-funded programs to promote sex equity in vocational and technical education have had only marginal impact;**

[Like most States, Maine has met with little overall success, at least in statistical terms, in breaking down the traditional segregation of students into "men's" programs like automotive technology and "women's" programs like nursing assisting. Few students are willing to even consider a non-traditional enrollment. Nevertheless, Maine has funded a number of innovative programs to assist women to enter the labor market in non-traditional areas, including: programs for teenage parents; a Women's Trade Center and other programs for women entering the construction field; programs to support students entering non-traditional courses of study at the secondary level and to prevent sexual harassment; non-traditional career exploration programs, sex equity staff development programs; women's small business and entrepreneurship programs; prevocational and technical studies programs for women; and many others.]

- **Perkins Act adult training and retraining funds have rarely played a distinctive role in economic development, but rather have been assimilated by general adult vocational programming;**

[Whatever the pattern in other States, Maine has made a very systematic effort to focus adult training and retraining funds on projects designed to encourage economic

development or to compensate for economic dislocations—within the context of Governor McKernan's interdepartmental Rapid Employment and Training Initiative (RETI) program, under the auspices of the Maine Human Resource Development Council (MHRDC) ,and in coordination with the Job Opportunity Zone (JOZ) program. Approaching 200 separate grants of Adult Training and Retraining funds have been made over the last four years, including: quick-start and on-site programs developed for specific employers and industries; programs for dislocated workers; entrepreneurship programs; programs in job opportunity zones; programs coordinated with adult literacy and adult basic education programs; apprenticeship training programs; correctional vocational programs; and programs coordinated with the Maine Department of Labor's JTPA-based Job Training System.]

- **Perkins-supported "program improvement" activities under Title II, Part B have often been limited to equipment acquisition;**

[Maine has adopted very stringent standards for equipment acquisition using Perkins funds, and Part B program improvement funds have rarely been used for this purpose in the State; instead, Part B funds have been awarded, frequently on a competitive basis, to vital new projects in key emphasis areas, including secondary-postsecondary articulation, cluster programs, competency-based curriculum development, integrated studies, new programs to meet emerging labor market demands, comprehensive career guidance and counseling projects, and others.]

- **Perkins Act requirements have not been sufficient to ensure an active state role in upgrading the quality and improving the performance of vocational programs;**

[In Maine, the State Board of Education and its designated agency, the Bureau of Adult and Secondary Vocational Education of the Maine Department of Educational and Cultural Services, have sought to use Perkins Part B funds in a deliberate and systematic way to effect a broad reorientation, not just of secondary vocational education, but of secondary education in general; many regional vocational centers have welcomed opportunities for program innovation and have actively pursued their own local initiatives, but State leadership has played an indispensable role in identifying, promoting, coordinating, and evaluating program improvement efforts across the State.]

- **Perkins mechanisms designed to promote increased coordination and cooperation between occupational education and employment training have had little effect.**

[Maine has made the development of a formal coordination plan—countersigned by representatives of local Job Training Partnership Act service providers and other appropriate agencies—a mandatory part of every application for local assistance under the Carl D. Perkins Act; in addition, BASVE representatives have been very actively involved in the development of the multi-agency, multi-program Governor's Human Resource Development Plan, designed to foster close coordination and cooperation among all human resource development related programs; the new Jobs for Maine's Graduates school-to-work transition program, for example, was developed jointly by BASVE and the Bureau of Employment and Training Programs and funded jointly through the Perkins Act and the Job Training Partnership Act.]

To address these issues, the National Assessment report proposed (among other cogent recommendations) *increasing* the capacity of the States to upgrade vocational education. Unfortunately, **both the House and the Senate appear committed to an approach which would drastically *undermine* the ability of the States to play a leadership role.**

Although the House has completed action on its bill (H.R. 7, the Applied Technology Education Amendments of 1989), the Senate is several months away from completing its work, and plans to markup a reauthorization bill of its own from scratch. Nevertheless,recent statements of Senate staff make it clear that the key provisions of H.R. 7 are very likely to be reflected in the final Senate bill.

The following comments are directed toward what appear to be common, critical weaknesses of both the House bill and the emerging Senate approach.

In general terms, both the House and the Senate propose to *export to vocational education an approach to administration at the State level basically derived from the Job Training Partnership Act (JTPA).*

Just as federal funds for employment training are allocated among service delivery areas (SDA's) on a formula basis, with the State administrative role largely confined to setting and monitoring compliance with performance standards, so the emerging Perkins replacements would allocate federal funds for vocational education among local education agencies (LEA's) on a formula basis, with the State administrative role largely confined to setting and monitoring compliance with performance standards.

We believe that this approach is a prescription for stagnation, not innovation. *If occupational education in the U.S. is to move forward, not backward—particularly at the secondary level—the following must be features of whatever legislation finally emerges from a House-Senate Conference Committee late next fall:*

The portion of the Basic State Grant reserved for administration and State leadership activities—including planning, monitoring, evaluation, setting and maintaining performance standards, and technical assistance—must not be severely reduced below the 20% level.

Reducing the State role to that of a passive flow-through and monitor of Federal funds would do nothing to foster innovation at the local level.

Funding for preservice and inservice teacher training and staff development, youth organizations, correctional work education programs, and sex equity and single parent programs should be continued at current levels, not reduced, and should be charged against the "80%" program funds, not state-level activities.

Maine currently devotes almost $1,000,000 to those activities. Under the House proposal, sex equity and single parent programs would lose $50,000 and the remainder would share a total of no more than $200,000 and possibly zero (depending on whether the State Board elected to continue any significant technical assistance activities).

The State Legislature must retain the right to determine which educational institutions are appropriate for the delivery of occupationally-specific skill training, and the integrity of state delivery systems such as Maine's network of regional centers must be preserved.

Quality, state-of-the-art occupational education programs are both capital and labor intensive. At the same time, students and the labor market alike need and desire a diversity of programs appropriate to the complex and changing demands of the new world economy. But only a minority of densely populated or relatively affluent areas can afford to mount a comprehensive roster of occupational education programs on their own—particularly in predominantly rural, predominantly poor states like Maine.

To resolve this contradiction, Maine employs a regional approach to the delivery of occupationally-specific skill training. State law reserves the right to offer vocational education at the secondary level to the 28 regional vocational centers and their satellites (which in effect function as what the House bill calls "consortia").

If Maine were required to disperse federal support for vocational education among all 283 local education agencies in the State, the impact of the funds in most communities would be negligible.

The State Board of Education must retain the right to award a significant percentage of funds to eligible recipients in response to proposals for program innovation, improvement, and expansion projects.

Since the onset of the Perkins Act in 1986, Maine has been aggressively pursuing the development of a comprehensive and integrated new program of **Education for the World of Work**—using the Perkins Act Title II, Part B "program improvement" funds as a lever to promote change.

Perkins-funded projects are currently underway to foster greater articulation between secondary and postsecondary vocational-technical education, to promote cluster vocational programming, to support the integration of basic academic skills into occupationally-specific programs, to convert vocational programs to competency-based curricula, and to offer vocational assessment and career counseling to students across the State.

If the reauthorization of the Perkins requires the States to allocate funds to all eligible recipients on a strict formula basis, our progress in these and other areas will grind to a halt.

Preliminary simulations of the impact of fixed formula distribution in Maine show that the most innovative and change-oriented of secondary vocational facilities would be the big losers, while more traditional and passive schools would often come out ahead.

The larger population centers in Maine, which generally speaking are less disadvantaged than the smaller rural districts, still include the highest absolute numbers of disadvantaged students. Thus, the formula adopted by the House would not direct federal funds toward lower-income areas of the State. It would merely penalize those facilities, large and small, most willing to pursue new initiatives under the existing Perkins Act.

A separate pool of funds for adult education programs must be preserved, distinct from—yet with links to—both secondary and postsecondary vocational-technical education.

Maine law authorizes both postsecondary and postsecondary vocational-technical facilities to offer adult vocational education programs. In addition, local adult and community education programs are eligible to apply to secondary vocational institutions for permission to offer adult vocational programs.

Maine has used the Perkins set-aside for adult training and retraining to fund short-term, quick-start, and on-site adult training programs throughout the State.

All three delivery systems (adult programs offered by secondary vocational centers, adult and continuing education divisions of the postsecondary technical institutes, and adult vocational programs offered by local adult and community education offices) have been mobilized for this purpose.

In addition, Perkins-funded adult training and retraining projects have been closely coordinated with adult literacy, adult basic education, and adult high school completion projects.

Altogether, *the adult set-aside under Perkins has played a key role in efforts to position vocational-technical education as an economic development and human resource development tool of the first rank.*

Much of this localized flexibility and responsiveness to individual and labor market needs, as well as the close coordination between complementary programs for adult learners, may be lost if Perkins funds for adults are mechanically assimilated to funding for postsecondary vocational-technical education.

State-level councils to advise, oversee, and advocate for occupational education must be continued, independent of any existing State agencies.

Anticipating one of the provisions of the Perkins reauthorization proposals, Maine has already established a multi-agency super-council to coordinate human resource development: the Maine Human Resource Development Council (MHRDC).

The MHRDC has been assigned by Governor McKernan to develop an annual "Governor's Human Resource Development Plan" to help focus and integrate the separate efforts of a whole range of agencies with HRD (human resource development related) programs.

This innovative new approach has achieved significant success in several key areas, notably in the development of a welfare employment training program called A.S.P.I.R.E. (which anticipated many of the features of the new federal J.O.B.S. program).

But the MHRDC's primary focus of interest and concern is necessarily the Maine Job Training System and the Maine Department of Labor, which provide its staff and its basic federal and state mandates.

If the Maine Council on Vocational Education is simply dissolved by act of Congress into the existing MHRDC, occupational education in Maine will have lost an strong and independent voice, which has often played an important role in the development and evaluation of vocational education policy in the State.

The distinction between broad technology education ("industrial arts"), on the one hand, and specific occupational skill training programs ("vocational education"), on the other, should continue to be recognized by federal law.

Broad technology education and specific occupational preparation each have their own roots, their own history, and their own role to play in any overall program of Education for the World of Work.

Along with consumer and homemaking education, technology education should be a part of the education of every middle school and junior high student. It also has a role in senior high—along with cluster vocational programming, school-to-work transition programs, and cooperative education—as part of a Career Preparation course of study (designed to prepare students for immediate entry into the labor market in the large group of occupations for which on-the-job training is the training of choice).

But there is also an important role for the occupationally-specific skill training programs offered by the vocational education community—as well as for Technical Preparation programs designed to prepare students for accelerated entry into postsecondary technical education programs.

It would be a disservice both to students and to the labor market to blur the distinctions between these separate and complementary programs, either accidentally or by design.

For further information, please contact:

William H. Cassidy, Associate Commissioner, or
Carl W. Butler, Director of Program Services & Finance

Bureau of Adult and Secondary Vocational Education
Maine Department of Educational & Cultural Services
State House Station 23
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207/289-5854

With that I call the hearing closed. As I said, I have a luncheon to go to and onto Burlington to catch a 2:30 plane so not much time. Thank you all very much for attending and the hearing is official closed.

[Whereupon, at 12:45 p.m., the Subcommittee adjourned, subject to the call of the Chair.]

REAUTHORIZATION OF THE CARL D. PERKINS VOCATIONAL EDUCATION ACT

FRIDAY, JULY 21, 1989

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES OF THE
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, DC.

The subcommittee met, pursuant to notice, at 10:05 a.m., in room SD–430, Dirksen Senate Office Building, Senator Claiborne Pell (chairman of the subcommittee) presiding.

Present: Senators Pell, Simon, Kassebaum, and Jeffords.

Senator PELL. The Subcommittee on Education, Arts and Humanities will come to order.

Today marks the fifth in our series of oversight hearings of the vocational education authorization. During the recent Senate recess, we held three field hearings, one in Rhode Island, one in Kansas, one in Vermont. And I know for my own part that our hearing in Rhode Island was very informative.

Today's hearing includes a particular focus on how special populations are served under current law and how we might strengthen and build upon these accomplishments through our reauthorization work.

I'd like to extend a particularly warm welcome to the two Rhode Islanders who are here this morning, Caroline DeRita from Wakefield, and Millie Nichols, who is an old friend.

Senator Lautenberg will be coming by this morning, but he is a little delayed, so I though we would get underway with the first panel, with the understanding that they will slip to one side when Senator Lautenberg appears.

As the first panel, we welcome Mr. Paul Cole, Vice President of the American Federation of Teachers, New York State; Dr. William Adams, Superintendent of the Salem County Vocational-Technical School in Woodstown, NJ; and Mr. James Oglesby, President of the National School Boards Association.

Perhaps Mr. Cole would care to lead off. I think you know the custom, which is that each witness has five minutes for the oral presentation and as long as he or she cares to make for the written presentation.

I am very glad to welcome our ranking minority member, Senator Kassebaum.

Senator KASSEBAUM. Thank you, Mr. Chairman.

There are a number of witnesses, and I would just ask that my full statement be made a part of the record.

I would like to say to you that I am pleased that we are having a series of hearings on the reauthorization of the Perkins bill. I think it helps us to understand some of the needs that are there, particularly as we try and balance the two goals of program improvement and access, keeping the Act flexible enough to allow innovation and yet making sure that these goals are being met.

I suppose that is really the thrust of how we are looking at these hearings and designing the reauthorization legislation.

Thank you, Mr. Chairman.

Senator PELL. Thank you very much, Senator Kassebaum.

[The opening prepared statement of Senator Kassebaum follows:]

OPENING PREPARED STATEMENT OF SENATOR KASSEBAUM

I appreciate this opportunity to participate in this morning's hearing of the Senate Subcommittee on Education, Arts and Humanities regarding reauthorization of the Carl D. Perkins Vocational Education Act. This hearing is a continuation of a series of hearings the subcommittee has held on the Perkins reauthorization.

If we are to meet the needs of the modern work place, strong vocational and technical programs are a must. I am a strong supporter of vocational education, which I see as a real key to future growth and productivity.

Like other types of Federal support for education, assistance for vocational education is tied to specific national goals. The two major Federal goals in vocational education have been program improvement and access.

Program improvement efforts focus on assisting the development of quality programs, in recognition of the fact that our national productivity relies on a well-trained skilled work force. Access refers to efforts to make programs available to individuals with special needs who have often been overlooked or actively discouraged from receiving vocational training.

In developing a reauthorization bill, the subcommittee will attempt to address a variety of issues which have been raised with respect to vocational education. Among other things, we will be examining whether or not the current structure of Federal assistance is meeting program improvement and access goals. Federal guidelines must be flexible enough to allow innovation while being specific enough to assure that Federal purposes are being served. We need to strike an appropriate balance.

I look forward to hearing the views of today's witnesses with respect to ways in which we can achieve this balance.

Senator PELL. Mr. Cole, if you'd care to start off, we would be delighted.

STATEMENT OF PAUL COLE, VICE PRESIDENT, AMERICAN FEDERATION OF TEACHERS, AND SECRETARY-TREASURER, NEW YORK STATE AFL-CIO, ALBANY, NY

Mr. COLE. Thank you.

Good morning, Mr. Chairman, Senator Kassebaum.

On behalf of the American Federation of Teachers/AFL-CIO, I would like to thank you for the opportunity to testify on the reauthorization of the Carl Perkins Act this morning. I would also like to express our appreciation to the members and to the staff of the committee for your long and very strong commitment to vocational education in this country.

Although the Federal Government provides only a small portion of the total funds for vocational education, the AFT believes that the Federal role in vocational education, as in other areas of education, is in fact indispensable. That role includes a responsibility for helping to meet the needs of the special populations—the focus here this morning—a responsibility for dealing with issues that affect the security and the welfare of this Nation, and a responsibility for research, for data collection, and for demonstration activities that are most appropriately conducted at the national level.

There is, we believe, however, in the AFT another very important and critical role, and that is to ensure that this Nation's vocational education system is run efficiently and effectively, avoiding duplication and ensuring a delivery system that is comprehensive, coherent and characterized by coordination—or articulation, as we in the AFT prefer to call it—between academic and vocational programs, between elementary, secondary and postsecondary programs, between vocational programs and the labor, business and other training programs, and of course, between vocational programs and services for students with special needs, such as at-risk, the handicapped, and I don't think we should forget gifted and talented.

Attached to my testimony is the AFT's proposal to amend the Perkins Act in a way to encourage articulation. We are not wedded to the exact specifics contained in that paper, particularly with respect to the set-aside of funds, but we do recommend that the concepts contained in our proposal on articulation be incorporated into the new legislation in a very clear, a very concise, and a very coherent manner.

The enactment of this proposal would help bring an end to the turf wars and provide a framework for a new vocational education system that will prepare students for the workplace of tomorrow.

So basically, we think that the centerpiece and what this Congress wants to do is to make sure that the vocational education is an efficient delivery system. We think the key to that is to ensure that there is a strongly articulated program, and we think that that is an appropriate role for Federal legislation.

In addition to my comments about articulation, I'd like to make a few other points concerning reauthorization of the Perkins Act. In the corridors, in the offices and in the committee rooms of Congress, there is currently much discussion about the State role in the Federal vocational education program. The AFT believes that a number of functions may be performed most efficiently at the State level. These include, for example, certain aspects of curriculum development, program development, program coordination, and program improvement.

However, the AFT does not believe that Federal funds should be used to underwrite established and ongoing State activities. Furthermore, within the context of the Federal program, and with respect to the use of Federal funds, we believe that the State role should be focused largely on activities that would facilitate articulation of vocational education programs and institutions within the State.

We believe that articulation is most successful if it occurs at the local or the regional level, but occurs within a State framework. Accordingly, within the purview of a Federal program, State functions such as curriculum development, program development and improvement should be directed to improve articulation of the States' vocational education programs and institutions.

At the State level, an emphasis upon articulation suggests the need to consolidate a number of advisory councils related to education and training programs. We do not favor an amalgamation of the various vocational education, adult education, JTPA and other councils into one body. The goal of Congress is to promote coordination and common planning. Simply putting everybody in the same tent might mean that you would have decisionmaking, but we don't think it necessarily would develop the kind of common planning process that is needed.

One unwieldy body would find itself motivated more by political agendas than by program considerations in deliberating about policy. Rather, we believe there are important distinctions between education and training which suggest the need for two coordinated councils.

Thus, we support the establishment of a council for vocationally-related education programs and a separate one for training programs. These two councils should be linked through a coordinated planning group including the heads of relevant State agencies which would develop a State plan for articulation or coordination of programs. The coordinated bodies also should have a strong role in evaluating the compliance of the State plan one the planning cycle is in place.

There is also at the present time an abundance of discussion about the best way to distribute Federal vocational education funds within the States. It is clear that the set-asides established for special populations during the last reauthorization have not been working as were planned, and in some cases the funds have not reached the target populations or been used for the appropriate Federal purposes. The AFT believes that the reauthorization must establish some unambiguous mechanism for driving funds to the local level, to the appropriate populations and for the appropriate Federal purposes. At the same time, the funds must be provided in amounts that are not too small to be meaningfully used.

Earlier in my statement, I mentioned the important Federal role in research, data-gathering, and demonstration activities. We believe that the Federal Government has a special responsibility in this area inasmuch as it has a comprehensive perspective on the Nation's vocational education system.

With respect to that, we think that the currently constituted National Center on Vocational Education is doing an excellent job, and we would urge the retention of a single national center and are very pleased with the work that that center is doing.

Thank you very much for the time, Senator.

Senator PELL. Thank you very much, Mr. Cole.

As the witnesses understand, the light turns on in four minutes, so we hope never to see the red light, which turns on in five minutes.

Thank you very much indeed for your statement.

[The prepared statement of Mr. Cole (with attachment) follows:]

Testimony Of Paul Cole
Vice President, American Federation of Teachers
Secretary-Treasurer, New York State AFL-CIO
Before The Subcommittee On Education, Arts, And Humanities
On The Carl D. Perkins Vocational Education Act
July 21, 1989

Mr. Chairman and Members of the Committee, on behalf of the American Federation of Teachers, I would like to thank you for this opportunity to testify on the reauthorization of the Carl Perkins Vocational Education Act. I must also express the AFT's appreciation for the continuing work by committee members and staff to strengthen and improve the federal role in education. During much of the last decade that has been a constant and uphill battle. Such is particularly the case with respect to vocational education. Since 1980, federal funding for education has declined in real dollars by 4.1 percent, but federal funds for vocational education have declined by 28.1 percent. In addition, there were serious attempts during the preceding administration to eliminate the federal vocational education program. Fortunately, the members of this committee and the other members of Congress did not see fit to do that.

Although the federal government provides only a small portion of the total funds for vocational education, the AFT believes the federal role in vocational education, as in other areas of education, is indispensable. The federal role includes a responsibility for helping meet the needs of special populations, a responsibility for dealing with issues that affect the security and welfare of the nation as a whole, and a responsibility for research, data collection, and demonstration activities that are most appropriately conducted at the national level. We believe the federal role must also include another dimension, one that is not commonly mentioned. That dimension is a concern for the coherence, or integration, of the vocational education system in ways that effect its overall efficiency and effectiveness.

Support for vocational education is especially critical at this time in our history, when there is widespread concern about American economic competitiveness, a continuing imbalance in foreign trade, a declining number of young, skilled workers, and other indicators of an erosion of our economic base and standard of living. Aware of these broader problems, the AFT Vocational Education Committee met on several occasions during the past two years and deliberated on ways to improve vocational education, more particularly the federal vocational education program. In reviewing the status of vocational education and the federal program, the AFT committee's attention was drawn to several issues. These issues have an underlying theme -- a theme which is clearly related to the federal government's role in enhancing the coherence, or unity, of the nation's vocational education system.

Across the country, education is in a process of renewal. Since the federal vocational act was last authorized in 1984, the same year as A Nation At Risk report, an education reform movement has swept many states. Numerous states have increased their investment in education, raised their educational standards, and placed a greater emphasis upon academic subjects. However, there is a feeling that the reform movement has passed over vocational education. With increased emphasis on reading, writing, and computational skills, there has been a reduced emphasis upon vocational education. This has perhaps contributed to a decline in vocational education enrollments. Yet, vocational education also is in need of reform and additional investment, and AFT believes that vocational education has much to contribute to the success of the total educational enterprise. Vocational education features an applied form of learning that is especially suited to the needs of many students who do not learn well in a regular classroom setting. This "hands on," pragmatic style of learning is an important educational alternative. We know that vocational education can be a very effective way to transmit academic skills. Likewise, academic subjects have much to contribute to the vocational education curriculum. The jobs of tomorrow will require increasing levels of skill in academic subjects. Unfortunately, vocational and academic education are often divorced and lack an opportunity to infuse and enrich one another.

In a similar manner, vocational education has much to offer to programs for children and youth with special needs. This was recognized during the last reauthorization of the federal law, with the creation of set asides for handicapped, disadvantaged, and other special populations. While there is growing recognition that there may be a need for greater flexibility in the use of these set asides, there is no quarrel with the notion that resources must in some manner be directed to special populations. Indeed, the experience of members of the AFT Vocational Education Committee is that vocational education can often be a remarkably successful program of education for students with special needs. However, success depends upon a careful matching of program and students. When this matching is done, vocational education can enable special students to become more productive and self-reliant and to enjoy higher self-esteem. Obviously, it would be desirable to have improved coordination of vocational education with programs for special populations.

One objective of vocational education is to better prepare students to become productive workers. This objective is entirely consistent with the national concern about improving our country's economic competitiveness. As the title of the recent report, The Forgotten Half, hauntingly suggests, many of today's youth will not obtain a higher education. These youth must receive some form of vocational preparation, preparation which will enhance the economic value of their work. In order to better prepare students for the world of work, vocational education must be in touch with the realities of the labor market. This means being in tune with the needs of businesses and with the requirements of organized labor's training and apprenticeship programs. This challenge will increase as jobs become ever more subject to advanced technology and as the capital costs of such technology outpace the resources of vocational education programs. Clearly there exists a great need, and there are great opportunities, to forge meaningful links between vocational education, business, and organized labor.

Within vocational education, and among vocational education institutions, there is a need to avoid pointless duplication of programs, yet maximize the complimentary nature of different programs. Ideally, the relationships among elementary, secondary, and post-secondary vocational education programs will be such as to improve the quality of training, provide a more efficient use of resources, and, most importantly, expand individual opportunity. Accordingly, the AFT endorses concepts such as "2 plus 2" and other proposals which seek to meaningfully link different levels of vocational education. It not only benefits the individual student, but also benefits society at large, when each student has the opportunity to continually add to his vocational skills.

All of the concerns raised within the deliberations of the AFT Vocational Education Committee, and mentioned above, are related to an underlying concept of "articulation." By articulation is meant a process wherein educators and other interested parties work as a team to break down barriers to cooperation, to collectively define which institutions should provide which services to which students, and to form linkages that will improve program coordination, increase student opportunities, and better utilize available resources. The AFT believes articulation is an issue of particular relevance to the federal role in vocational education and should be a matter of emphasis in the reauthorization of the Carl Perkins Vocational Education Act. Whether through designating specific funds for the purpose of improving the articulation of vocational education programs, through simply identifying articulation as a principal purpose of the federal program, or through whatever means, AFT believes articulation should be given strong emphasis in the federal law. As spelled out in an accompanying paper, we believe articulation would further the important federal concerns of promoting program innovation, providing better service to special populations, and, particularly, improving the overall efficiency and quality of the national vocational education system. However, AFT is not wedded to the specifics contained in the accompanying paper on articulation, particularly with respect to a set aside of funds, but highly recommends the articulation concept as worthy of emphasis in the reauthorization of the vocational education program. We believe such an emphasis would be a judicious and fruitful use of federal resources.

In addition to my comments about articulation, I would like to make a few other points concerning reauthorization of the Perkin's Act. In the corridors, offices, and committee rooms of Congress, there is currently much discussion about the state role in the federal vocational education program. AFT believes a number of functions may be performed most efficiently at the state level. These include, for example, certain aspects of curriculum development, program development, program coordination, and program improvement. However, AFT does not believe federal funds should be used to underwrite established state activities. Furthermore, within the context of the federal program, and with respect to the use of federal funds, AFT believes the state role should be focused largely on activities which facilitate the articulation of vocational education programs and institutions within the state. We believe that articulation is most successful if it occurs at the local or regional level, but occurs within a state framework. Accordingly, within the purview of the federal program, state functions such as curriculum development, and program development and improvement, should directed to improved articulation of the state's vocational programs and institutions.

At the state level, an emphasis upon articulation suggests the need to consolidate some of the numerous advisory councils related to education and training programs. AFT does not favor an amalgamation of the various vocational education, adult education, J.T.P.A, etc. councils into one body. One unwieldly body would find itself motivated more by political agendas than by program considerations in deliberating about policy. Rather, we believe there are important distinctions between education and training which suggest the need for two, coordinated councils. Thus, we support the establishment of a council for vocationally-related education programs and a council for the training programs. These two councils should be linked through a coordinated planning group, including the heads of relevant state agencies, which would develop a state plan for articulation, or coordination, of programs. The coordinated bodies also should have a strong role in evaluating compliance with the state plan.

There is also, at the present time, an abundance of discussion about the best way to distribute federal vocational education funds within states. It is clear that the set asides established for special populations during the last reauthorization have not been working as planned, and that in some cases the funds have not reached the target populations or been used for appropriate federal purposes. AFT believes that the reauthorization must establish some unambiguous mechanism for driving funds to the local level, to the appropriate populations, and for appropriate federal purposes. At the same time, funds must be provided in amounts that are not too small to be meaningfully used. AFT has, in the past, supported a within-state formula for the distribution of funds, but does not believe that is the only possible solution to the problem.

Earlier in my statement I mentioned the important federal role in research, data gathering, and demonstration activities. We believe the federal government has a special responsibility in these areas, inasmuch as it has the most comprehensive perspective on the nation's vocational education system. Also, much of what these activities deal with are, in fact, concerns that are national in scope. With respect to these activities, AFT would like to state its strong support for the National Center for Research in Vocational Education. AFT believes it makes good sense to have one national center. We also believe the center has recently shown new vigor and is currently engaged in research which addresses the rapidly changing nature of work in this country and understands role of research in fostering innovation in vocational education programs. Therefore, AFT supports the reauthorization of the national center, as it is presently constituted.

Mr. Chairman and Members of the Committee, this concludes my statement on the reauthorization of the Carl Perkin's Vocational Education Act. Again, thank you for this opportunity to testify today. If during your labor on rewriting the vocational education program AFT may be of any assistance, please do not hesitate to call.

MARCH 1989

ARTICULATION TEAMS
A PROPOSAL TO PROMOTE INNOVATION IN VOCATIONAL EDUCATION

A statement on the
Reauthorization of the Carl D. Perkins Vocational Education Act

American Federation of Teachers
Standing Committee on Vocational Education

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ARTICULATION TEAMS:

A PROPOSAL TO PROMOTE INNOVATION IN VOCATIONAL EDUCATION

WHAT IS THE AFT PROPOSAL, IN BRIEF?

The American Federation of Teachers proposes that Congress amend the Carl D. Perkins Vocational Education Act (P.L. 98-524) to reserve 15% of the Part B program improvement funds for innovative, locally-developed projects that will improve articulation between:

(1) vocational and academic programs;
(2) elementary-secondary and postsecondary programs;
(3) vocational programs and labor, business, and other training programs; and
(4) vocational programs and services for students with special needs, such as at-risk, handicapped, and gifted and talented students.

WHAT DO WE MEAN BY ARTICULATION?

Webster's Dictionary defines "articulation" as the action of joining together or interrelating, but we mean something more. We define "articulation" as a process in which diverse groups work together to design a structure of programs which will enhance the probability of student success. We envision a process whereby educators and other interested parties work as a team to break down barriers to cooperation, to collectively define which institutions can best provide which services to which clients, and to form linkages that will improve program coordination, increase student opportunities, and lead to a better utilization of resources.

WHAT IS AFT'S INTEREST IN VOCATIONAL EDUCATION?

AFT has a longstanding commitment to vocational education. Our 670,000 members include vocational teachers; teachers of academic subjects; elementary, secondary, and postsecondary teachers; and teachers who work with a diversity of students in a variety of environments. As an AFL-CIO affiliate, AFT is also sensitive to the concerns of organized labor.

The Perkins Act is the major vehicle for establishing federal priorities and providing federal support for vocational education; the decisions Congress makes about its reauthorization will determine the nation's vocational policy for the 1990s.

In order to provide Congress with the most thoughtful advice possible, AFT's Standing Committee on Vocational Education spent many months analyzing the challenges to vocational education and collecting information from our members about successful vocational programs. Given AFT's leadership in the educational reform movement, our Committee was not content to recommend more of the same. We aimed to produce recommendations that confronted criticisms of vocational education and built upon approaches we knew were effective.

Below are the results of the Committee's work. We hope the Congress and other education, labor, business, and advocacy groups will use these recommendations to initiate a dialogue about a future vocational policy that encourages innovation, rewards efficiency, eschews turf wars, and promotes coordination.

WHAT ARE THE CHALLENGES TO VOCATIONAL EDUCATION?

The jobs created in the remainder of this century will require a more advanced level of education and technical skill. Vocational education has a primary role in preparing people to fill those jobs. Vocational education has advantages of access and availability no other training system can match. With 28,000 institutions in all types of communities, the vocational system reaches 15 million persons of all ages. As the Congressionally-mandated National Assessment of Vocational Education found, nearly all students take some vocational courses, and college-bound students account for nearly half of all vocational education enrollments. A significant percentage of participants are adults. At its best, vocational education can expose all students to the world of work, provide many students with general occupational skills, prepare some students for further education, and train other individuals in specific job skills.

The problem is, many people outside vocational education do not appreciate its strength and diversity. Critics question the academic rigor and labor market relevancy of vocational programs; many people still think of vocational education as a secondary school curriculum for students who cannot succeed in traditional academic environments. Such limited and outmoded perceptions still govern the public debate.

In order for vocational education to enjoy full public confidence, it must demonstrate that its programs are efficient, cohesive, relevant, rigorous, and effective. Unfortunately, the current federal law and funding structure provide little incentive for this to happen, and as a result, not all programs live up to this ideal.

AFT has identified four areas where vocational education needs to improve. All four fundamentally relate to articulation:

Challenge #1: Relationship between Academic and Vocational Programs

Business and labor leaders want workers with solid, basic skills and broad, employability skills. For many occupations, they need people with sophisticated thinking, reasoning, and analytical skills. As the Committee for Economic Development has noted, business wants "literate workers with good problem-solving skills--workers who have learned how to learn." Regrettably, many entry-level workers have not attained this level of proficiency. Motorola, Inc. reported that only 20% of its job applicants can pass the company's seventh grade English comprehension test or fifth-grade math test.

Some reformers have suggested we solve this problem by scrapping high school vocational education and channeling all students into a uniform academic curriculum. We think this would be a mistake. Vocational courses have enormous potential for teaching basic and problem-solving skills to students who learn best through practical experience. For some students, vocational education provides the only chance for success in school.

We believe that a rigorous intermixing of academic and vocational program components offers the greatest promise for graduating students with the skills employers demand. Some institutions are doing this already:

o Cooperative agreements between local public schools and vocational-technical schools in Connecticut have made it possible for secondary school students to receive an academic diploma at the same time they learn entry-level skills in such areas as carpentry, electrical work, and auto repair. Creative scheduling models, including late-afternoon vocational classes, ensure that students can take academic courses at their home school and still participate in a vocational program at a technical school.

o In New York City a restructured high school allows a cross-section of students to major in math, science and technology. Teachers have redefined and modernized the field of industrial arts, using recycled equipment and new funding. Courses focus on the practical application of math and science principles and the production of saleable goods. With a longer school day, students can take an extra academic course. All but one of the 143 members of the program's first ninth-grade cohort graduated and went on to college.

o In Michigan many school districts are revising math curriculum to better achieve the new state mathematics objectives. These revisions will incorporate more vocationally-oriented math skills.

Teachers in these districts are discovering that an articulated vocational-academic program means improved student performance, fewer dropouts, and higher rates of postsecondary matriculation.
In some cases, however, the school reform movement is hampering articulation. The National Assessment of Vocational Education found very few states in which graduation requirements and standards have been modified to accommodate vocational programs. In many school districts, there is simply not enough time in the school day for vocational classes and other electives.

What is needed is sensitivity from both sides. Vocational educators must redouble their efforts to ensure their students are grasping basic and higher-order skills. Academic teachers must incorporate more practical applications of basic skills, as well as employability skills and attitudes. All teachers and administrators must integrate their classroom activities into a sensible, unified curriculum. States must also demonstrate flexibility in giving academic credit for related analytical, math, English, and communication skills taught in vocational courses.

Challenge #2: Coordination among Elementary, Secondary and Postsecondary Levels

The misconception persists that vocational education is a finite program for high school students, despite the fact that vocational education is reaching more adults and postsecondary students than ever before. The proportion of high school students going on to postsecondary vocational institutions is increasing, in response to predictions that in the near future, three-fourths of all job classifications will require some postsecondary education and training. Adults, including those who already have a baccalaureate degree, are looking to technical schools for retraining in specific occupational skills. Vocational dollars are following these students. According to an interim report of the National Assessment, about 42% of federal basic grant funds now flow to postsecondary and adult programs.

At the same time, secondary vocational education remains an important resource for the 44% of graduates who do not immediately enroll in postsecondary education.

What is needed, once again, is articulation, to demonstrate a logical, clear continuum of training with paths to higher education for those who want it. Unfortunately, in many places secondary and postsecondary offerings are duplicative or fragmented. Some training facilities sit unused during off-hours while others maintain waiting lists. Fiscal and regulatory barriers furnish easy excuses for maintaining the status quo. Declining secondary enrollments are heightening competition between secondary vocational facilities and high schools.

A fully-articulated vocational system contains the following elements: the infusion of vocational concepts, such as career exploration and experiential learning, into the elementary curriculum; cooperative arrangements between secondary vocational schools and their feeder schools, as regards curriculum, scheduling, and participation in extracurricular activities; coordination between secondary vocational programs and postsecondary vocational institutions; and pathways for vocational graduates to enter four-year institutions.

In some states and local areas, this type of articulation is a reality:

> o In New York, students begin exploring core competencies in kindergarten, receive experiential learning in such areas as keyboarding through the elementary grades, and receive an occupational experience before entering high school.
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> o Oklahoma City Community College and Oklahoma City Vocational-Technical School District #22 have formulated an articulation agreement that provides secondary students with an opportunity to earn college credit and advanced placement in aviation maintenance technology. Students, including adults, enroll concurrently in both the secondary vocational-technical school and the community college. Students who complete the articulated program receive an associate's degree.

Challenge #3: Relationships with Labor, Business and Other Training Programs

Vocational education suffers when its programs produce graduates who cannot cope with such technological advancements as programmable automation or when its courses use outmoded equipment. During a recent visit to Connecticut, the AFT Committee was distressed to learn that when a drill press broke down at Hartford State Technical College three years ago, it was acquired by a machine tool museum in Vermont.

The preparation of workers with good basic skills and a degree of technological awareness requires ongoing communication between vocational education, labor and business. Vocational educators need information about current and potential job opportunities in their local area; advice on the job-related competencies demanded by different occupations; and access to modern equipment. Relationships between vocational education and business and labor can provide students and teachers with access to the working community's knowledge and resources while encouraging employers and labor to support the schools.

Just as vocational education cannot ignore labor and business, it cannot afford to operate in isolation from other training programs, such as those supported by apprenticeship, the Job Training Partnership Act, the new welfare reform legislation, and vocational rehabilitation.

We have proof that this type of articulation works:

- Under a program initiated by the Philadelphia vocational advisory council, Philadelphia teachers can polish their skills by working during the summer with local businesses and industries. This program has helped teachers update their training in auto mechanics, high technology business occupations, the restaurant industry, and plastics and steel manufacturing.

The benefits are many. A partnership between a secondary vocational school and an apprenticeship program, for example, builds a diverse pool of interested students with demonstrated performance and commitment to a trade from which the apprenticeship program can draw. It offers students who satisfactorily complete a vocational program a leg up in admission to apprenticeship.

Challenge #4: Articulation with Services for Students with Special Needs

At-risk students, including the educationally- and economically-disadvantaged students served under the Perkins Act, will constitute a significant proportion--perhaps 30%--of the workforce of tomorrow. In poor, urban areas, the situation is particularly acute; as Professor William Julius Wilson, University of Chicago, observed at AFT's convention, "Up to half of all ghetto children never complete high school, and increasingly we hear that even those who graduate from inner-city high schools are unemployable."

Handicapped students also have special needs for vocational education. Unemployment among disabled persons is over 50% and may be as high as 80%. Handicapped students often have a particularly hard time making the transition to work.

Gifted and talented students are another group who need encouragement and special assistance to explore their career potential. The common assumption that vocational education has nothing to offer gifted students is a dangerous falsehood, especially as regards the many gifted students who drop out because they are bored with traditional academic programs.

At a time when the youth cohort is growing slowly and includes a higher proportion of students with special needs, our schools face the challenge of guaranteeing every student a level learning field. We need every at-risk and handicapped child to be productive. We need every gifted and talented child to be living up to potential.

Vocational education has made great strides in serving special populations, particularly through the set-aside provisions in Part A of the Perkins Act. Vocational curricula can hold great promise for reducing dropout rates and offering alternative learning environments (practical versus theoretical) for students with special needs.

Even so, problems remain. Excess cost requirements in the federal law may be perpetuating separate classes for special needs students, according to a National Assessment interim report. Federal matching requirements make it hard for some local recipients to spend all of their handicapped and disadvantaged set-aside funds.

Vocational teachers are committed to serving special needs students, but cannot do it alone. They need the same support, training, and resources as other classroom teachers who work with special needs students. They need to be assured these students are receiving the most appropriate placement and are not being "dumped" in a vocational class to generate a set-aside dollar or bide time until they drop out.

Articulation with other special needs programs, with the academic program, and with the private sector could help vocational educators locate sources of matching funds and work out approaches for mainstreaming. Vocational teachers, serving in the role of educational team leaders, could obtain the resources and assistance they need to ensure that at-risk and handicaped students receive special services to help them benefit from vocational education.

This is already occuring in some districts:

- In conjunction with local hospitals, nursing homes, restaurants and other businesses, the Philadelphia School District operates a number of successful off-site, community-based transition programs for handicapped students. Under the supervision of special education staff, students receive real work experience that enhances their future employability.

- In Pittsburgh, students who are dropout-prone participate in a housing restoration project that gives them work orientation experience at the same time it aids the community by renovating substandard housing.

As the above examples show, articulation is not a pipe dream. In many programs in around the country, articulation and innovation are thriving. These are the models which AFT would like to see replicated elsewhere, and upon which we have built our proposal. We need more of these demonstrations, and we need a federal structure that supports and encourages them.

WHAT DOES THIS HAVE TO DO WITH THE PERKINS ACT?

For 70 years, the federal government has guided vocational policy for the nation. Even today, with federal support down to less than 10% of the total vocational funding, states and localities look to the federal law for direction.

Except for a few provisions relating to JTPA coordination and business and labor membership on advisory councils, the Perkins Act contains no provisions for encouraging or rewarding articulation. In fact, since the elimination of mandatory local councils in 1984, there hasn't been any incentive in the federal law for local people to meet regularly to talk about articulation.

AFT believes the Perkins Act must identify articulation as a major purpose and back this up with a financial incentive. We propose to reserve a limited pot of money for development of demonstration models which, if successful, can be replicated and expanded.

WHAT ARE AFT'S SPECIFIC RECOMMENDATIONS FOR REAUTHORIZATION?

AFT recommends that the Congress amend the Perkins Act to require each state to use 15% of its Part B money for innovative projects developed by local articulation teams, as defined below.

Part B is the portion of the Perkins Act that supports program improvement, innovation and expansion, and as such is a natural place for an articulation program. Under current law, each state designates up to 43% of its basic grant for Part B. States have the latitude to determine the distribution and specific uses of Part B funds.

Our proposal would affect 15% of this 43%, or 6.45% of the total state grant. At current funding levels, this would provide over $50 million for articulation agreements.

As the following specifications make clear, we are not advocating changing the innovative purpose of Part B, or restricting its flexible nature. The types of activities local recipients could fund with this 15% are limitless, so long as they are part of an articulated agreement. The state would continue to have the authority to administer Part B and select local projects. We would, however, provide an additional incentive for local creativity and cooperation. In other words, we believe the state should supervise the process but not the content of the projects supported with this 15%. The remainder of Part B would continue unchanged.

Here are the details of our proposal:

1. Competitive grant process

State boards of vocational education will distribute the 15% reservation through competitive grants to eligible articulation teams. In selecting projects and determining the amount of funding, states shall design a competitive grant process using the following criteria (with the understanding that not every criteria will be applicable to every type of articulation agreement):

(1) the variety and breadth of institutions, agencies, and organizations involved;
(2) the degree of business and labor union involvement;
(3) the degree of involvement of both academic and vocational teachers;
(4) the scope of the proposal across elementary, secondary and postsecondary levels;
(5) the number of students and teachers affected by the proposal;

(1) a review of current vocational programs and services provided by education and training institutions and agencies represented by the articulation team, including an assessment of where gaps or duplication may exist;
(2) a description of the services and programs to be provided by each agency or organization under the project;
(3) a designation of the fiscal agent for each project or service;
(4) a budget for the project;
(5) a plan for articulation of vocational programs and services beginning with the onset of secondary vocational education and continuing through the completion of a postsecondary vocational program, which may also include elementary grades;
(6) a description of services to be provided students with special needs and how they will be coordinated with set-aside funds under Part A;
(7) a specific plan for implementing the project;
(8) a description of how the program fits into local labor market needs;
(9) a plan for continued involvement of labor and business; and
(10) a description of the methods that will be used to evaluate outcomes.

4. Examples of activities

As regards the uses of funds, the federal law should be as flexible as possible to encourage innovation. The only restrictions should be against using an excessive amount of funds for administration and against using funds to maintain existing programs. The following are some examples of activities for which funds received pursuant to articulation agreements might be used:

(1) revising academic and vocational curricula to better integrate them;
(2) training academic teachers to incorporate vocational skills and vocational teachers to integrate basic skills into their courses;
(3) coordinating secondary and postsecondary curricula, services, and programs;
(4) establishing policies for advanced placement and admission to area vocational schools and postsecondary institutions for completers of secondary and postsecondary vocational programs;
(5) developing intergenerational educational programs, including programs to help adults gain access to training in secondary schools;
(6) setting up cooperative programs between vocational education and labor or business;
(7) providing internships and other business and labor union learning experiences for teachers;

(6) the quality of the proposal;
(7) the proposal's promise for improvement and change;
(8) the specific plans for coordination;
(9) the specific plans for evaluating student and teacher outcomes; and
(10) the means of addressing the special needs of at-risk, disadvantaged, handicapped, gifted and talented, or other special populations.

2. Eligible consortia

To receive funding, an articulation team must include, at a minimum, the following:

(1) a local educational agency vocational administrator;
(2) a postsecondary vocational institution administrator;
(3) two vocational teachers;
(4) two teachers of core academic subjects;
(5) a labor union representative; and
(6) a business, industry, or employer representative.

A team may also include representatives of any of the following:

(1) other local school administrators;
(2) agencies, organizations and institutions operating programs under the Job Training Partnership Act, including community-based organizations;
(3) other training programs, such as vocational rehabilitation programs;
(4) local economic development, community action, and social service agencies and organizations;
(5) career guidance counselors and other pupil services personnel;
(6) elementary, middle, or junior high school teachers;
(7) special needs personnel, including special education teachers and Chapter 1, ECIA teachers;
(8) organizations for handicapped and disadvantaged interests;
(9) parents; and
(10) other appropriate individuals, agencies, organizations, and institutions.

3. Articulation agreements

Articulation teams must submit to the state an articulation agreement which describes the project to be funded and includes the following components:

(8) delineating employer training needs and arranging for use of employers' equipment;
(9) working out funding arrangements for acquisition of modern equipment;
(10) setting up job placement goals and agreements;
(11) combining classroom and worksite training;
(12) coordinating secondary and postsecondary vocational programs with apprenticeship programs;
(13) developing training programs that address specific local labor market needs;
(14) setting up community development programs that teach vocational students useful skills at the same time they provide the community with needed services;
(15) coordinating funds under Part A of the Perkins Act, Chapter 1 of the Education Consolidation and Improvement Act, the Education of the Handicapped, the Jacob K. Javits Gifted and Talented Students Education Act, or other appropriate programs to integrate services for students with special needs;
(16) working with employers to raise matching funds for Part A disadvantaged and handicapped programs;
(17) training academic, special needs, and vocational teachers to work as a team;
(18) planning an articulated system of vocational education;
(19) identifying state or local regulations and requirements that are hindering articulation and proposing waivers or other means of eliminating such obstacles; or
(20) other activities to improve articulation in vocational education.

Senator PELL. I would ask that Senator Lautenberg come forward—everybody stay where they are—and we will be very glad indeed to hear from you, Senator.

STATEMENT OF HON. FRANK R. LAUTENBERG, A U.S. SENATOR FROM THE STATE OF NEW JERSEY

Senator LAUTENBERG. Thank you very much, Mr. Chairman and members of the committee.

I appreciate the indulgence of my colleagues here at the table for permitting me to break in this way. I'll try to be brief, Mr. Chairman. This subject is so important, and once again I commend you for directing the attention of the committee to it.

As the committee reviews the opportunity to improve our program of vocational education, the Nation's inner-cities is a subject that deserves our attention. I know that one of the objectives in this work is to see that the benefits of vocational education are readily available to all Americans including inner-city, low-income youth. I once again congratulate you on this timely and laudable objective.

In fact, it is the specific needs of the kids from the poorest cities that bring me here today. Vocational education can be that ray of hope for those who are unable to chart a clear path to employment and satisfactory incomes.

While progress has been made—and you should be commended for that progress—I know that you would agree with me that it is time to go further.

Mr. Chairman, soon I will be introducing a bill to establish Community Education Employment Centers in an effort to meet the special needs of the urban poor, and I hope that I will have your support and the support of the ranking member at the table.

Although the Nation is in its seventh consecutive year of economic growth, our inner cities remain stuck in a vicious circle of poverty, ignorance, crime, drugs, welfare and despair. Minority youth unemployment is topping 30 percent; school dropout rates top 50 percent. And too many of those who do graduate learn few marketable skills or good work habits.

In the midst of our worst labor shortage in memory, we are wasting a generation of future workers. Yesterday, developing a skilled urban work force was a moral imperative, today, it is an economic necessity.

We need to go beyond past efforts to solve problems faced by inner city schools. These schools lack funding. They cannot attract and retain adequate numbers of first-rate teachers, as we have heard. Buildings are rundown; classes are overcrowded. Students lack basic concepts. Broken homes deny them favorable role models. Poverty tempts them to drop out. Malnutrition, crime and drugs often rob them of their strength, their determination and their desire to complete their lessons and graduate.

If we want these young people to learn, to graduate and to earn decent incomes, we have to solve all of these problems, and that is why I have proposed legislation to establish Community Education Employment Centers. These special, inner city high schools would provide the education, skills, support services, work experience and the enrichment necessary for a smooth transition to postsecondary education or gainful employment.

What makes these centers so unique? These schools are to be self-contained centers of teaching, learning and development. They would offer, for instance, year-round operation, with facilities open to students from 6 in the morning until 7 at night; decent buildings and facilities; high-caliber teachers, who receive extra pay for the kind of work they are being asked to do and who work in a collegial environment; class size limited to 15 students; choice of specialized programs at the center; emphasis on academic achievement regardless of the chosen career path; a broad array of curricula, including a comprehensive vocational-technical program, English, math, history, social studies, science and computer science, and courses that cover health, nutrition, parenting, employability, entrepreneurship, and the study of local economic development.

They would also offer remedial education and gifted and talented programs; and they would use community agencies as support systems for educational activities. And each center would have a full-life student support system including comprehensive guidance counseling and mentoring; referral to social and health services; a family counseling service; daily enrichment such as instruction or contact with sports, music and dance; an onsite Job Service office furnishing career counseling and job development; a summer program of jobs, education and enrichment; transportation to and from school and part-time jobs; two full meals a day; day care for children of students, and active community participation, including a board of trustees.

I know this is a lot to ask for, but the plain truth is that a lot is needed. The alternatives are few, and they are not good.

Those who have been working hard to improve the education of inner city youth agree, and I am pleased to say that they have joined in supporting my proposal. Attached to my testimony are copies of letters of support from various organizations, and I hope, Mr. Chairman, that they will be included in the record along with the rest of the statement.

Mr. Chairman, I wonder if I could just take a couple minutes more. I would like to propose putting these centers in every inner city, low-income area across the United States. But given our budget concerns, I am instead proposing that this effort begin as a pilot project in up to 15 local school districts. While the cost of this initiative will be high, $40 million a year for five years, keep in mind that the cost of business as usual would be much more.

Annual Federal expenditures per student for these centers could be several thousand dollars a year for four years, but the cost of each high school dropout is $240,000 in lost lifetime earnings and taxes, and the cost of incarceration in a Federal prison is $25,000 per year. In fact, the centers should save significant Federal dollars through reduced costs of remedial education, welfare, and crime further down the road.

What would adoption of this legislation say to America? It says to the inner city poor, "Don't give up. We believe in you. Don't turn to drugs or crime. Don't drop out. Hope is on the way."

To Governors, mayors and local school boards, it would say, "The Nation is ready to invest in your youth, to provide you with the resources that match the depth of the inner-city education problem."

To our teachers, counselors and administrators, it would say, "We are going to stop blaming you and start providing you with the resources and environment required to bring excellence to inner-city education."

And to businesses and unions it would say, "We are investing in our youth to give you the quality work force you need, and to face America's labor shortage head-on."

And finally, to the American taxpayer, it would say, "We are going to invest your hard-earned dollars to educate inner-city youth so that tomorrow we don't have to spend your money for more welfare, prisons, drug treatment centers, and homeless shelters." And perhaps we will even avoid some of the personal violence we see as a result of inner-city crime.

Mr. Chairman, if we make this bold investment in the education of our young people, they will pay us back many times with increased productivity and employment. If we fail to grasp the opportunity, we will seal the fate of America's educational underclass.

I ask for your support, and the support of this committee, by incorporating the substance of the Community Education Employment Center Act of 1989 into the 1989 Amendments to the Carl D. Perkins Vocational Education Act.

I know, Mr. Chairman, of your deep and long-time interest in educating our young people. Few have a more distinguished record than you have of constant service to the education of our young people—and so it is with the Senator from Kansas. So when I present a proposal, perhaps optimistic, perhaps more ambitious than seems immediately achievable, both of you are willing, I am sure, to look at the total costs of not doing this and recognizing that we are better off substituting costs in a positive way than in a way that gains us nothing, but alienates people from our society.

I thank you very much for this opportunity.

[Prepared statement of Senator Lautenberg (with letters in support of the Community Education Employment Center Act of 1989 attached) follows:]

STATEMENT BY SENATOR FRANK R. LAUTENBERG

BEFORE THE COMMITTEE ON LABOR AND HUMAN RESOURCES
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES
HEARING ON THE CARL D. PERKINS VOCATIONAL EDUCATION ACT
JULY 21,1989

MR. CHAIRMAN, THANK YOU FOR THE OPPORTUNITY TO TESTIFY THIS MORNING.

THE COMMITTEE IS REVIEWING LEGISLATION TO IMPROVE OUR PROGRAM OF VOCATIONAL EDUCATION. I KNOW THAT ONE OF YOUR OBJECTIVES IN THIS WORK IS TO SEE THAT THE BENEFITS OF VOCATIONAL EDUCATION ARE READILY AVAILABLE TO ALL AMERICANS, INCLUDING INNER-CITY, LOW-INCOME YOUTH. I CONGRATULATE YOU ON THIS TIMELY AND LAUDABLE OBJECTIVE. IN FACT, IT IS THE SPECIFIC NEEDS OF THE KIDS FROM OUR POOREST CITIES THAT BRINGS ME HERE TODAY.

VOCATIONAL EDUCATION CAN BE A RAY OF HOPE FOR THOSE WHO ARE UNABLE TO CHART A CLEAR PATH TO EMPLOYMENT AND SATISFACTORY INCOMES. WHILE MUCH PROGRESS HAS BEEN MADE -- AND YOU SHOULD BE COMMENDED FOR THAT PROGRESS -- I KNOW YOU WOULD AGREE THAT IT IS TIME TO GO FARTHER.

MR. CHAIRMAN, TODAY I AM INTRODUCING A BILL TO ESTABLISH COMMUNITY EDUCATION EMPLOYMENT CENTERS, IN AN EFFORT TO MEET THE SPECIAL NEEDS OF THE URBAN POOR. I ASK FOR YOUR SUPPORT.

ALTHOUGH THE NATION IS IN ITS SEVENTH CONSECUTIVE YEAR OF ECONOMIC GROWTH, OUR INNER-CITIES REMAIN STUCK IN A VICIOUS CIRCLE OF POVERTY, IGNORANCE, CRIME, DRUGS, WELFARE AND DESPAIR. MINORITY YOUTH UNEMPLOYMENT TOPS 30 PERCENT. SCHOOL DROPOUT RATES TOP 50 PERCENT. AND TOO MANY OF THOSE WHO DO GRADUATE LEARN FEW MARKETABLE SKILLS OR GOOD WORK HABITS.

IN THE MIDST OF OUR WORST LABOR SHORTAGE IN MEMORY, WE ARE WASTING A GENERATION OF FUTURE WORKERS. YESTERDAY, DEVELOPING A SKILLED URBAN WORKFORCE WAS A MORAL IMPERATIVE; TODAY, IT IS AN ECONOMIC NECESSITY.

WE NEED TO GO BEYOND PAST EFFORTS TO SOLVE THE PROBLEMS FACED BY INNER-CITY SCHOOLS. THESE SCHOOLS LACK FUNDING...THEY CAN'T ATTRACT AND RETAIN ADEQUATE NUMBERS OF FIRST RATE TEACHERS...BUILDINGS ARE RUNDOWN ...AND CLASSES ARE OVERCROWDED.

THEIR STUDENTS LACK BASIC CONCEPTS...BROKEN HOMES DENY THEM FAVORABLE ROLE MODELS...POVERTY TEMPTS THEM TO DROP OUT...AND MALNUTRITION, CRIME, AND DRUGS OFTEN ROB THEM OF THE STRENGTH, DETERMINATION, AND DESIRE TO COMPLETE THEIR LESSONS AND GRADUATE.

IF WE WANT THESE YOUNG PEOPLE TO LEARN, GRADUATE, AND EARN DECENT INCOMES, WE HAVE TO SOLVE EACH OF THESE PROBLEMS.

THAT'S WHY I PROPOSE LEGISLATION TO ESTABLISH COMMUNITY EDUCATION EMPLOYMENT CENTERS. THESE SPECIAL INNER-CITY HIGH SCHOOLS WOULD PROVIDE THE EDUCATION, SKILLS, SUPPORT SERVICES, WORK EXPERIENCE, AND ENRICHMENT NECESSARY FOR A SMOOTH TRANSITION TO POST-SECONDARY EDUCATION OR GAINFUL EMPLOYMENT.

WHAT MAKES THESE CENTERS SO UNIQUE? THESE SCHOOLS ARE TO BE SELF-CONTAINED HAVENS OF TEACHING, LEARNING, AND DEVELOPMENT.

THEY WOULD OFFER...

o YEAR-ROUND OPERATION, WITH FACILITIES OPEN TO STUDENTS FROM 6:00 AM TO 7:00 PM.

o SOUND BUILDINGS AND FACILITIES.

o HIGHEST CALIBER TEACHERS, WHO RECEIVE EXTRA PAY AND WORK IN A COLLEGIAL ENVIRONMENT.

o CLASS SIZE LIMITED TO 15 STUDENTS.

o CHOICE OF SPECIALIZED PROGRAMS AT THE CENTER.

o EMPHASIS ON ACADEMIC ACHIEVEMENT REGARDLESS OF CHOSEN CAREER PATH.

o A BROAD ARRAY OF CURRICULUMS INCLUDING A COMPREHENSIVE VOCATIONAL-TECHNICAL PROGRAM; ENGLISH, MATH, HISTORY, SOCIAL STUDIES, SCIENCE, AND COMPUTER SCIENCE; AND COURSES THAT COVER HEALTH, NUTRITION, PARENTING, EMPLOYABILITY AND ENTREPRENEURSHIP, AND THE STUDY OF LOCAL ECONOMIC DEVELOPMENT.

THEY WOULD ALSO OFFER...

o REMEDIAL EDUCATION AND GIFTED AND TALENTED PROGRAMS.

o THEY WOULD USE COMMUNITY AGENCIES AS SUPPORT SYSTEMS FOR EDUCATIONAL ACTIVITIES.

o AND EACH CENTER WOULD HAVE A FULL-LIFE STUDENT SUPPORT SYSTEM INCLUDING COMPREHENSIVE GUIDANCE COUNSELING AND

MENTORING; REFERRAL TO SOCIAL AND HEALTH SERVICES; A FAMILY COUNSELING SERVICE; DAILY ENRICHMENT SUCH AS INSTRUCTION IN SPORTS, MUSIC, AND DANCE; AN ON-SITE JOB SERVICE OFFICE FURNISHING CAREER COUNSELING AND JOB DEVELOPMENT; A SUMMER PROGRAM OF JOBS, EDUCATION, AND ENRICHMENT; TRANSPORTATION TO AND FROM SCHOOL AND PART-TIME JOBS; TWO FULL MEALS PER DAY; DAY CARE FOR CHILDREN OF STUDENTS; AND ACTIVE COMMUNITY PARTICIPATION, INCLUDING A BOARD OF TRUSTEES.

IT'S ALOT TO ASK FOR, I KNOW. BUT THE PLAIN TRUTH IS, ALOT IS NEEDED. THOSE WHO HAVE BEEN WORKING HARD TO IMPROVE THE EDUCATION OF INNER-CITY YOUTH AGREE. I'M PLEASED TO SAY THEY'VE JOINED IN SUPPORTING MY PROPOSAL.

ATTACHED TO MY TESTIMONY ARE COPIES OF LETTERS OF SUPPORT FROM THE NATIONAL URBAN LEAGUE, THE CENTER FOR LAW AND EDUCATION, THE AMERICAN FEDERATION OF TEACHERS, THE U.S. CONFERENCE OF MAYORS, THE AMERICAN VOCATIONAL ASSOCIATION, THE AMERICAN ASSOCIATION FOR COUNSELING AND DEVELOPMENT, THE NEW JERSEY ASSOCIATION OF SCHOOL ADMINISTRATORS, NEWARK'S PROJECT SCHOOLS, AND A NUMBER OF OTHER RESPECTED ORGANIZATIONS.

MR. CHAIRMAN, I'D LIKE TO REQUEST THAT THESE LETTERS OF SUPPORT BE MADE PART OF THE RECORD.

MR. CHAIRMAN, IF I COULD, I WOULD PROPOSE PUTTING CENTERS IN EVERY INNER-CITY, LOW-INCOME AREA ACROSS THE UNITED STATES. BUT GIVEN OUR BUDGET CONCERNS, I AM INSTEAD PROPOSING THAT THIS EFFORT BEGIN AS A PILOT PROJECT IN UP TO 15 LOCAL SCHOOL DISTRICTS. WHILE THE COST OF THIS INITIATIVE WILL BE $40

MILLION PER YEAR FOR THE FIRST FIVE YEARS, KEEP IN MIND THAT THE COST OF BUSINESS AS USUAL WOULD BE MUCH MORE.

ANNUAL FEDERAL EXPENDITURES PER STUDENT COULD BE SEVERAL THOUSAND DOLLARS A YEAR FOR FOUR YEARS. BUT THE COST OF EACH HIGH SCHOOL DROPOUT IS $240,000 IN LOST LIFETIME EARNINGS AND TAXES. AND THE COST OF INCARCERATING AN INDIVIDUAL IN A FEDERAL PRISON IS $25,000 PER YEAR. IN FACT, THE CENTERS SHOULD SAVE SIGNIFICANT FEDERAL DOLLARS THROUGH REDUCED COSTS OF REMEDIAL EDUCATION, WELFARE, AND CRIME FURTHER DOWN THE ROAD.

WHAT WOULD ADOPTION OF THIS LEGISLATION SAY TO AMERICA?

o TO THE INNER-CITY POOR IT WOULD SAY...DON'T GIVE UP, WE BELIEVE IN YOU...DON'T TURN TO DRUGS OR CRIME...DON'T DROP OUT...HOPE IS ON THE WAY!

o TO GOVERNORS, MAYORS, AND LOCAL SCHOOL BOARDS IT WOULD SAY...THE NATION IS READY TO INVEST IN YOUR YOUTH...TO PROVIDE YOU WITH THE RESOURCES THAT MATCH THE DEPTH OF THE INNER-CITY EDUCATION PROBLEM.

o TO OUR TEACHERS, COUNSELORS, AND ADMINISTRATORS IT WOULD SAY...WE'RE GOING TO STOP BLAMING YOU, AND START PROVIDING YOU WITH THE RESOURCES AND ENVIRONMENT REQUIRED TO BRING EXCELLENCE TO INNER-CITY EDUCATION.

o TO BUSINESSES AND UNIONS IT WOULD SAY...WE'RE INVESTING IN OUR YOUTH TO GIVE YOU THE QUALITY WORKFORCE YOU NEED, AND TO FACE AMERICA'S LABOR SHORTAGE HEAD-ON.

o AND FINALLY, TO THE AMERICAN PUBLIC, AND THE AMERICAN TAXPAYER IT WOULD SAY...TODAY, WE'RE GOING TO INVEST YOUR HARD-EARNED TAX DOLLARS TO EDUCATE INNER-CITY YOUTH SO THAT TOMORROW WE DON'T HAVE TO SPEND YOUR MONEY FOR MORE WELFARE, PRISONS, DRUG TREATMWENT CENTERS, AND HOMELESS SHELTERS.

MR. CHAIRMAN, IF WE MAKE THIS BOLD INVESTMENT IN THE EDUCATION OF OUR YOUTH, THEY WILL PAY US BACK MANY TIMES WITH INCREASED PRODUCTIVITY AND EMPLOYMENT. IF WE FAIL TO GRASP THIS OPPORTUNITY, WE WILL SEAL THE FATE OF AMERICA'S EDUCATIONAL UNDERCLASS.

I ASK FOR YOUR SUPPORT, AND THE SUPPORT OF THIS SUBCOMMITTEE BY INCORPORATING THE SUBSTANCE OF THE COMMUNITY EDUCATION EMPLOYMENT CENTER ACT OF 1989 INTO THE 1989 AMENDMENTS TO THE CARL D. PERKINS VOCATIONAL EDUCATION ACT.

THANK YOU.

LETTERS IN SUPPORT OF

THE COMMUNITY EDUCATION EMPLOYMENT CENTER ACT

OF 1989

National Urban League, Inc.

The Equal Opportunity Building
500 East 62nd Street, New York, N.Y. 10021
Telephone (212) 310-9000

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July 5, 1989

The Honorable Frank R. Lautenberg
717 Hart Senate Office Building
Washington, DC 20515

Dear Senator Lautenberg:

On behalf of the National Urban League, Inc., I am pleased to write you in support of the Community Education and Employment Act of 1989. Your proposal to assist urban high schools develop comprehensive support services for students, as well as challenging and relevant academic course offerings is timely and much needed.

Clearly there is a much needed emphasis on vocational education in the proposed legislation. However, We are able to support the proposed program because it emphasizes academic preparation for all students, regardless of their post secondary plans. This program has the potential to "marry" these two areas without sacrificing one for the other.

We are also pleased that you have incorporated our suggestions with regard to parent and community involvement. As an organization, we have been actively involved with the school systems in the cities where our 113 affiliates are located to promote school community collaborations. Because of our work in this area, we recognize the importance of this aspect of the program, and look forward to the opportunity to work with you in support of your efforts to improve the quality of education in our centers.

Sincerely,

Stephanie G. Robinson

Stephanie G. Robinson, Ph. D.
Director of Education and
Career Development

CENTER FOR LAW AND EDUCATION, Inc.

Larsen Hall, 6th Floor
14 Appian Way
Cambridge, Massachusetts 02138
617-495-4666

Reply to:
236 Massachusetts Ave., N.E. Suite 504
Washington, D.C. 20002
202-546-5300

June 29, 1989

The Honorable Frank R. Lautenberg
SH-717 Senate Hart Office Building
United States Senate
Washington, DC 20510

Dear Senator Lautenberg:

The Center for Law and Education wholeheartedly supports the Community Education Employment Center Act of 1989, which you have authored and plan to introduce shortly. This legislation has enormous potential for leading the way toward more effective, comprehensive education programs for low-income youth.

One of the bill's great strengths is its careful attention to detail and to the real substance of education issues. It draws upon the very best of education practice and knowledge. It links aspects of that practice together in a coherent structure which offers real promise of translating Congressional intent into practical reality.

Among the many specifics which deserve special mention for reflecting the best of what we know about quality education are:

- a comprehensive approach to quality vocational education, by assuring that students get experience in and understanding of all aspects of the industry they are preparing to enter;
- the emphasis on a collegial working environment and on providing staff with the needed time, resources, and training;
- shared decision-making, including a representative board with real authority in important areas, to assure that the program truly has the support of, and reflects the needs of, its constituencies;

- the focus on academic expectations for all students, regardless of curriculum track;
- classes which are small enough to really make a difference;
- a rich array of supportive student services;
- open student access and the elimination of admissions barriers which exclude students from high quality programs;
- involvement of students in courses that investigate the local economy and alternative strategies for economic development -- an important counterweight against the tendency toward passive views of students and communities, particularly in depressed economies where it is not enough to train students for a labor market which produces too few high quality, long-term career opportunities;
- combining of student leadership and communication skills, such as through the development of a student-run community newspaper; and
- last, but certainly not least, a commitment to using these schools as sites for technical assistance and staff development for other schools in the state, which offers much greater hope of replicating success than the more conventional approach of simply funding a model program and hoping that it spreads.

The focus on vocational education program which provides students with experience in and understanding of all aspects of the industry they are preparing to enter deserves special mention. This avoids the problem of narrowing students' long-term opportunities, because it provides a much stronger basis for integrating academics into vocational education, because it gives students highly transferrable yet concrete skills which will outlast short-range predictions about specific skill demands, and because it allows students to get involved in community development activities which are badly needed in low-income communities in which the existing labor market demand is inadequate.

These features and others make this a unique piece of legislation which truly reflects and supports our best efforts for improving education. You have created the support for schools that would be wonderful places to attend. That is precisely the ideal for legislating on the schools that serve low-income youth.

Your leadership in this effort deserves high praise. We also commend the fine work of your staff in researching and integrating the many key components of the bill.

Please let us know if we can be of any assistance as the important legislation develops.

Sincerely,

Paul Weckstein

Paul Weckstein
Director of Washington Office

PW:mvl

AFT AMERICAN FEDERATION OF TEACHERS AFL CIO
555 NEW JERSEY AVENUE NW
WASHINGTON DC 20001
202 879 4400

ALBERT SHANKER
President

July 10, 1989

Senator Frank R. Lautenberg
717 Hart Senate Office Building
Washington, D.C. 20510-3002

Dear Senator Lautenberg:

On behalf of the American Federation of Teachers and its 700,000 members, I would like to express support of your bill, the Community Education Employment Center Act of 1989.

In addition to a comprehensive educational and vocational program, offered in a highly facilitative environment, the bill features a broad range of student support services and meaningful opportunities for parental and community involvement.

Not only does your bill incorporate many of the provisions which we believe are necessary to meet the needs of inner-city, low income youth, but in establishing a number of demonstration sites it contributes to the federal government's important role of educational leadership.

The AFT will be following the progress of this bill with interest, and we hope to contribute to its refinement and enactment into law.

Sincerely,

Gregory A. Humphrey

Gregory A. Humphrey
Director of Legislation

GAH:dlb
opeiu#2, aflcio

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1620 EYE STREET, NORTHWEST
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Mayor of Atlanta
Executive Director:
J. THOMAS COCHRAN

June 15, 1989

The Honorable Frank R. Lautenberg
United States Senate
717 Hart Senate Office Building
Washington, D.C. 20510

Dear Frank:

I am writing on behalf of the U.S. Conference of Mayors to congratulate you on the development of the Community Education Employment Center Act of 1989 and to assure you of our support for the legislation.

We must find new ways of reaching at-risk youth in our cities and of helping them to complete their education and be ready to enter the work force. Your bill would provide a broad curricula and a comprehensive support system in 15 community-based settings that is not now available to these young people. Clearly these kinds of efforts are needed if we are to respond to the problems of poverty in our cities and to make sure that we have a workforce in the future that can meet the nation's needs.

The Conference of Mayors stands ready to work with you to see this important legislation enacted into law.

Sincerely,

Arthur J. Holland
Mayor of Trenton
President

AVA American Vocational Association
1410 King Street
Alexandria, VA 22314
(703) 683-3111

June 28, 1989

Honorable Frank R. Lautenberg
United States Senate
Attention Alan L. Moss
Senate Office Building
Hart 717
Washington, DC 20510

Dear Senator Lautenberg:

I am pleased to endorse your concept for the Community Education Employment Center Act of 1989, which I understand you will soon introduce in the U.S. Senate. I believe it provides a prototype for comprehensive educational activity within inner-city areas which can begin to transform the theme of "educational excellence and employment opportunity" into a reality for low income youth.

AVA has appreciated the opportunity afforded us to contribute to this bill's development and looks forward to working with you in the months ahead.

Sincerely,

Niel Edmunds

Niel Edmunds
President
American Vocational Association

American Association for
Counseling and Development
5999 Stevenson Avenue [illegible] 22304 703 823 9800

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202/543-0030

June 29, 1989

The Honorable Frank Lautenberg
U.S. Senate
717 Hart Senate Office Building
Washington, DC 20510

Dear Senator Lautenberg:

The 57,000 members of the American Association for Counseling and Development enthusiastically support the Community Education Employment Centers (CEEC) bill.

As America prepares for a society filled with greater technology and looks at how best to train its workforce, it is clear that Community Education Employment Centers can be instrumental in meeting these goals. CEECs are innovative in providing important skills and services necessary in transitioning from school to the world of work.

Our Association is especially supportive of the CEEC's inclusion of the school and employment counselor. We believe that counselors and human development specialists are critical in ensuring that young adults form realistic and positive attitudes about work and, more importantly, the processes involved with lifelong career development.

The members of AACD are encouraged by the CEEC concept, and will work with you in hopes of bringing CEECs to fruition.

Please let us know if we can be of any future assistance.

Sincerely,

Sunny Hansen

Sunny Hansen, Ph.D., NCC
President

cc: Mr. Harold Hebl

American Association for Counseling and Development is Committed to Equal Opportunity.

New Jersey Association of School Administrators
920 West State Street, Trenton, New Jersey 08618

Telephone (609) [illegible]

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June 28, 1989

Senator Frank R. Lautenberg
Senate Office Building
Hart 717
Washington, D.C. 20510

Dear Senator Lautenberg:

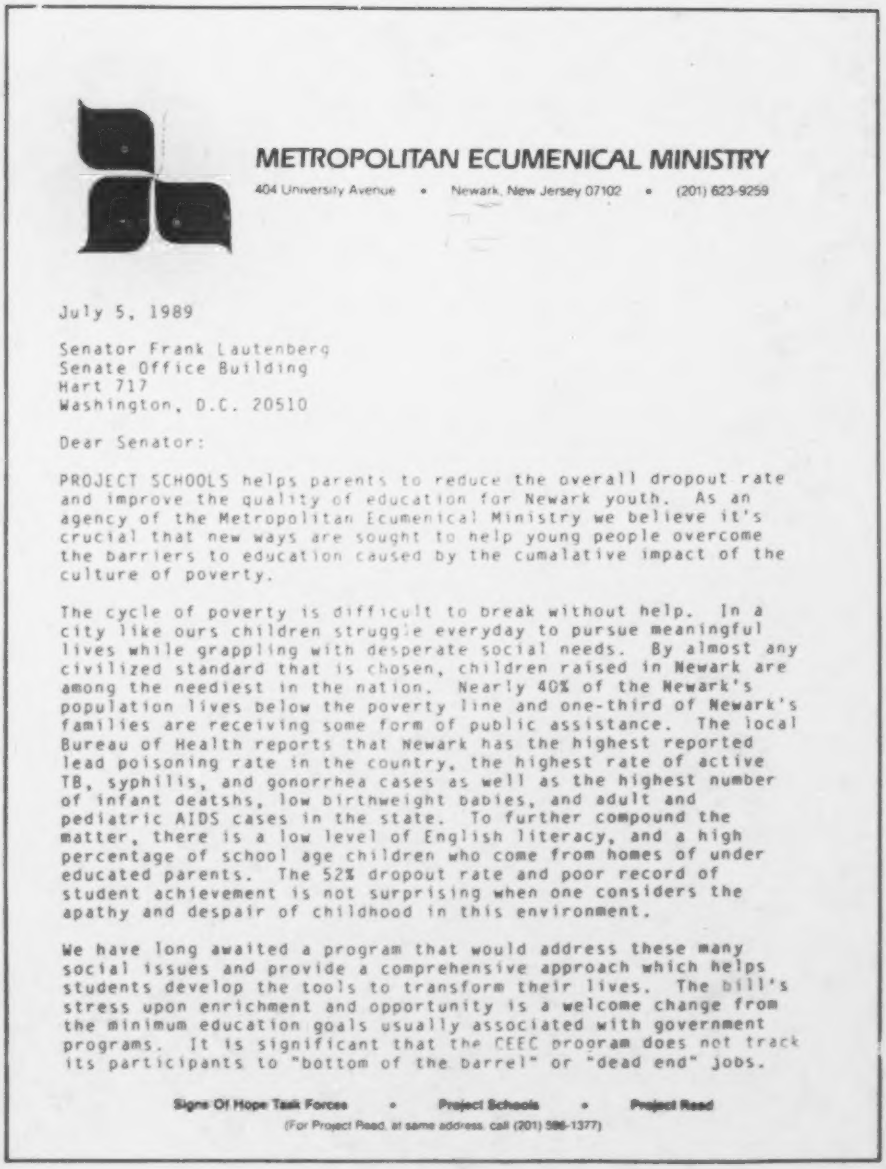
We have reviewed the Community Education Employment Centers Act of 1989 and believe it outlines a model program that will greatly benefit inner city high school students. We believe that the strengths of this program are numerous but we are particularly encouraged by the requirement that local representatives of business and industry work cooperatively with educators to ensure maximum course relevancy and employment opportunities for graduates.

In addition, the designers of the program have insured that these at risk youngsters will receive necessary support services, including guidance, family counselling and medical referral services, to enable them to overcome existing obstacles to receiving an education. Further, the educational program has strong academic, enrichment and vocational components.

The New Jersey Association of School Administrators heartily endorses this legislation.

Very truly yours,

James A. Moran
Executive Director



METROPOLITAN ECUMENICAL MINISTRY
404 University Avenue • Newark, New Jersey 07102 • (201) 623-9259

July 5, 1989

Senator Frank Lautenberg
Senate Office Building
Hart 717
Washington, D.C. 20510

Dear Senator:

PROJECT SCHOOLS helps parents to reduce the overall dropout rate and improve the quality of education for Newark youth. As an agency of the Metropolitan Ecumenical Ministry we believe it's crucial that new ways are sought to help young people overcome the barriers to education caused by the cumalative impact of the culture of poverty.

The cycle of poverty is difficult to break without help. In a city like ours children struggle everyday to pursue meaningful lives while grappling with desperate social needs. By almost any civilized standard that is chosen, children raised in Newark are among the neediest in the nation. Nearly 40% of the Newark's population lives below the poverty line and one-third of Newark's families are receiving some form of public assistance. The local Bureau of Health reports that Newark has the highest reported lead poisoning rate in the country, the highest rate of active TB, syphilis, and gonorrhea cases as well as the highest number of infant deatshs, low birthweight babies, and adult and pediatric AIDS cases in the state. To further compound the matter, there is a low level of English literacy, and a high percentage of school age children who come from homes of under educated parents. The 52% dropout rate and poor record of student achievement is not surprising when one considers the apathy and despair of childhood in this environment.

We have long awaited a program that would address these many social issues and provide a comprehensive approach which helps students develop the tools to transform their lives. The bill's stress upon enrichment and opportunity is a welcome change from the minimum education goals usually associated with government programs. It is significant that the CEEC program does not track its participants to "bottom of the barrel" or "dead end" jobs.

Signs Of Hope Task Forces • Project Schools • Project Read
(For Project Read, at same address, call (201) 596-1377)

But offers instead ways to achieve meaningful careers. The program places an emphasis on creating the questioning, creative people that communities and commerce need to grow.

PROJECT SCHOOLS strongly endorses the Community Education Employment Center Act. Its innovative approach to providing the broad scope of services and conditions which can begin to address the many needs of urban families will force us to rethink our definitions of education reform.

Sincerely,

C. Stephen Jones, Director
PROJECT SCHOOLS

ICESA
INTERSTATE CONFERENCE OF EMPLOYMENT SECURITY AGENCIES, INC.
SUITE 126, 444 NORTH CAPITOL STREET, N.W., WASHINGTON, D.C. 20001, 202/628-5588

May 9, 1989

Mr. Alan Moss
Congressional Fellow
Office of Senator Frank P. Lautenberg
717 Hart Senate Office Building
Washington, D.C. 20510

Dear Mr. Moss:

The Interstate Conference of Employment Security Agencies, Inc. (ICESA) has reviewed the selected employment initiatives which are being introduced by Senator Lautenberg. As you know, the ICESA Employment & Training and Labor Market Information Committees have analyzed these bills and generally endorse the legislation.

There are some concerns that have been expressed to you verbally by Alan Lafferman and Gary Crossley dealing with the issues of funding and duplication of effort, and we must pursue these matters with you.

ICESA appreciates the opportunity to be involved in the review process for these employment and training proposals.

Sincerely,

Richard G. Freeman

RQP:GC/gc

Richard G. Freeman
President

National Career Development Association
Founded in 1913 as the National Vocational Guidance Association
A Division of the AMERICAN ASSOCIATION FOR COUNSELING AND DEVELOPMENT
5999 Stevenson Avenue / Alexandria, VA 22304 / AC 703 823-9800

[illegible]
Board of Directors
[illegible]
TRUSTEES
DENNIS W. ENGELS
[illegible]
[illegible]

July 1,1989

The Honorable Frank Lautenberg
United States Senate
717 Hart Senate Office Building
Washington, D.C. 20510

Dear Senator Lautenberg:

For more than 75 years, the National Career Development Association (NCDA) has worked to ensure that the educational, vocational and employment needs of both youth and adults were met through effective counseling and career information services. We write today with an endorsement for Community Education and Employment Centers.

NCDA salutes you for creating legislation establishing CEECs. We feel that CEECs would provide the services which will help students to overcome those barriers which prevent them from experiencing meaningful employment and a smooth transition from school to the world of work.

CEECs would be an integral component in ensuring that all Americans are provided with the opportunity for life-long career development.

Senator Lautenberg, our Association is prepared to assist you and, once again, thanks you for introducing a bill creating CEECs.

Sincerely,

David Jepsen

David Jepsen

ASCA
American School Counselor Association

July 1,1989

The Honorable Frank Lautenberg
United States Senate
717 Hart Senate Office Building
Washington, D.C. 20510

Dear Senator Lautenberg:

The American School Counselor Association (ASCA) stands in strong support of your bill authorizing Community Education and Equipment Centers.

ASCA is the largest organized body of school counselors in the world. Our members are working with young people of all ages in dealing with their educational, employment and human development needs.

It is obvious to us that maximizing the career and education potential of young adults is critical to ensuring America's competitiveness.

Also, the need to provide outreach services to economically and educationally disadvantaged students is clearly documented. CEECs would be instrumental in meeting such challenges.

Senator Lautenberg, we salute your effort to initiate legislation authorizing CEECs for we believe it is both timely and necessary that such a concept is brought to function.

ASCA pledges its support to your efforts and looks forward to assisting in whatever way possible.

Sincerely,
Doris Rhea Coy

Doris Rhea Coy
President

5999 Stevenson Avenue ● Alexandria, Virginia 22304 ● 703/823-9800
ASCA is committed to equal opportunity

JUN 29 '89 13:12 NJBIA P.2/2

BIA NJ
New Jersey
Business & Industry
Association

102 West State Street • Trenton, New Jersey 08608-1102 • 609-393-7707

June 29, 1989

Hon. Frank R. Lautenberg
Senate Office Building
Hart 717
Washington, D.C. 20510

Dear Senator Lautenberg:

The purpose of this letter is to express the support of the New Jersey Business and Industry Association for the Community Education Employment Center Act of 1989.

The future of Jersey's Labor Force economy will depend on the full participation of every one of New Jersey's citizens. We cannot neglect any segment of society. Such neglect carries a high price in terms of loss of human potential as well as loss of significant opportunities for economic growth.

Sincerely,

Donald M. Scarry
Assistant Vice President

NASDVE

EXECUTIVE OFFICES

July 11, 1989

The Honorable Frank Lautenberg
United States Senate
Washington, D.C. 20510

Dear Senator Lautenberg:

The National Association of State Directors of Vocational Education shares your concern for the quality of educational opportunity offered within our most economically depressed areas.

Your proposal Community Education Employment Centers Act represents a complete package of services needed to assist those at risk of serious economic and educational disadvantage to obtain the intensity of learning, cultural and support services efforts they need. The Association strongly supports this proposal and will work for its passage.

It has been a pleasure to work with you and your excellent staff toward passage of this bill.

Sincerely,

Madeleine B. Hemmings
Executive Director

cc: Alan Moss

National Association of State Directors of Vocational Education
1420 16th Street, NW □ Washington, DC □ 20036 □ (202) 328-0216

JUL-13-1989 [illegible] FROM CAPITOL COPY SERVICE TO [illegible] [illegible]

New Jersey State Federation of Teachers
AFT
American Federation of Teachers/AFL-CIO
397 Chestnut Street
Union, New Jersey 07083
(201) 964-7717

July 13, 1989

Hon. Frank Lautenberg
Senate Office Building
Hart 717
Washington, D.C. 20510
FAX-202-224-9707

Dear Senator Lautenberg:

We have reviewed the final draft of your Community Education Employment Center Act of 1989, and we appreciate the modifications that have been made at our request.

We believe that through pilot programs such as those envisioned in this bill, America may be able to develop comprehensive community approaches to solving the variety of problems that challenge educators and community leaders in our urban centers.

Yours very truly,

Raymond A. Peterson

Raymond A. Peterson
Director for Educational
Issues and Government
Relations

Senator **Pell**. Thank you very much indeed for your very sincere and moving testimony.

As you point out, it is the costs that we incur by not taking steps of this sort that are a load on the taxpayer; as you point out, too, it costs far more to send a young man to jail than it does to Yale——

Senator **Lautenberg**. It is easier to get in, unfortunately. [Laughter.]

Senator **Pell**. And he is just as likely to return.

But I can assure you that we will look over your ideas very carefully indeed and take them very seriously.

Senator Kassebaum.

Senator **Kassebaum**. Are students referred to the centers by the high schools, and what age group are you talking about?

Senator **Lautenberg**. We are talking about high school-age students. Our preference would be to have these facilities in the appropriate geographic locations, where low-income people live. We are really talking about neighborhood high schools becoming these centers.

We do propose providing transportation, because very often you cannot find safe routes for the population in a particular area.

But I think the refinements ought to be left to either the State departments of education or local school boards.

Senator **Kassebaum**. And I am assuming you would use an existing facility?

Senator **Lautenberg**. We would use existing facilities, Senator, but I would like to say that some of these facilities are too rundown. The most common problem, of course, in older buildings is asbestos and heat efficiency and things of that nature; buildings would have to meet certain standards to be included in the program.

They have got to be upgraded for the safety and well-being of not only the students but the faculty and staff as well. So we would like to use the existing buildings, but we would ask also that a serious focus on upgrading these facilities should be included.

Senator **Kassebaum**. Thank you.

Senator **Pell**. Thank you very much.

Senator Simon.

Senator **Simon**. Outstanding testimony has just been given.

[The prepared statement of Senator Simon follows:]

PREPARED STATEMENT OF SENATOR SIMON

Mr. Chairman, I join my colleagues in welcoming our distinguished group of witnesses. I would especially like to thank Mr. Glen Donaldson, past President, Illinois Correctional Education Association and Vocational Coordinator of the Illinois Department of Corrections for taking the time to testify today on the important issue of vocational education.

Vocational education plays an important role in increasing the number of trained workers in the Nation's workforce and improving this Nation's future economic competitiveness. Evidence suggests, however, that students are not adequately prepared to meet the demands of the Nation's future labor needs, and current workers are not being adequately retrained to fill the many emerging technical and managerial positions that contribute to our current and future economical growth.

The future workforce will be comprised to workers who are primarily older, women, and persons who are educationally or economically disadvantaged. Blacks, Hispanics, Asians, and other minorities will account for 57 percent of the workforce growth from 1986 to the year 2000. Women and minorities will account for over 80 percent of the work force growth rate from 1986 to 2000. These groups have been traditionally been left behind in the effort to prepare our citizens for the future demands of our increasingly global and technologically based economy.

Many segments of the population have specific job training or educational needs which are not being met adequately through traditional programs. There are 36 million working age Americans with disabilities, most of whom are not active participants in today's workforce. Two-thirds are of Americans with disabilities are unemployed. Black Americans with disabilities suffer from an astonishing employment rate of 83 percent. There are 11.5 million displaced homemakers in the United States with an unemployment rate of 66 percent and of those 29.5 percent who are employed, 24.4 percent work part time.

There is also a large number of economically and academically disadvantaged youth who do not have access to qualify occupational training and education. These youth comprise a significant portion of the future workforce, yet many of these youth lack the skills to be full participants in the current labor and future markets. Young adults between the ages of 20-24 suffer extraordinarily high unemployment rates: 6.8 percent for Whites, 11 percent for Hispanics, and 20.3 percent for Blacks in 1988.

There are 10 million Americans who are receiving some type of unemployment compensation. Every 1 percent of unemployment costs the Federal government between $25 and $35 billion dollars a year. These high levels of unemployment are not only costly, they are avoidable through job training, educational and vocational education programs.

There is another potential workforce population that is often overlooked. This workforce is located inside this Nation's vast prison system. According to the Correctional Education Association, 90 percent of the adults presently in prison will be released within the next five to ten years. Vocational education can and does play a crucial role in reducing recidivism and preparing prisoners to become contributing members of the workforce and of society.

The current prison population is increasing by 10 percent annually. I believe we can all agree that unemployment and illiteracy have a direct link to incarceration. Studies have shown that job training and a quality education can reduce the instances of incarceration. Furthermore, educational and vocational education programs offer prisoners and those persons recently released from prison a chance to gain employable skills and reduce the instance of recidivism.

The current prison population has an illiteracy rate of more than 75 percent, this means there are currently over 3 million functionally illiterate incarcerates, parolees, and probationers. Eight out of ten adult inmates lack a high school diploma and 20 percent to 40 percent of those incarcerated have educational handicaps limiting educational development. A substantial number of prisoners have a poor and/or inconsistent employment history. Almost half have never held a full time job, 14 percent have never been employed, and 8 percent have had a job which could be classified as skilled or professional based on a study done by The National Study on Learning Deficiencies in Adult Inmates. At the time of arrest, 40 percent of prisoners were unemployed and 12 percent employed only in part time jobs.

The prison population is one of several needy populations targeted in my proposed amendments to the Job Training and Partnership Act. I believe this will improve the access of prison inmates to job training programs. However, this is only one piece in the mosaic. The Carl Perkins Act plays a crucial role providing vocational education to the prison population. I want to commend Senator Pell for his leadership in this area.

There are a number of bills which propose modifications to the Carl Perkins Act and I share the interest of my colleagues in improving and increasing access to vocational education programs. I do believe that a component of any reauthorizing legislation must improve the current data available on vocational education. I find that there is little follow through on those served in vocational programs. Information on placement and retention in employment is all but nonexistent.

I continue to be extremely supportive of the Carl Perkins Act and its efforts to make vocational education available to many groups with a variety of specific needs. I feel it is important that we continue to make an effort to reach all segments of the current, future, and untapped workforce. The vocational education programs offered through the Carl Perkins Act have reached many of these groups. As data shows, however, there is still a large portion of the population who are not prepared to meet the demands of the future labor market and the Carl Perkins Act will play an important role preparing this Nation's workforce for these demands. I look forward to working with my colleagues and those in the vocational education field on this important issue.

Senator **Pell**. Thank you very much for being with us, Senator Lautenberg. We were delighted to hear your testimony.

Senator **Lautenberg**. Thank you very much. I appreciate it.

Senator **Pell**. Now, we return to Dr. Adams and then Mr. Oglesby following, on this panel.

Dr. Adams.

STATEMENT OF DR. WILLIAM H. ADAMS, SUPERINTENDENT, SALEM COUNTY VOCATIONAL-TECHNICAL SCHOOLS, WOODSTOWN, NJ, ON BEHALF OF THE AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS

Dr. **Adams**. Mr. Chairman, Senator Kassebaum, Senator Simon, on behalf of the more than 18,000 members of the American Association of School Administrators, I'd like to thank you for giving us this opportunity to present AASA's views on reauthorization of the Perkins Act.

My name is Bill Adams. I am the Superintendent of the Salem County Vocational Technical Schools in Woodstown, NJ. And I might add it is a pleasure to be able to follow our distinguished Senator from New Jersey.

To prepare our recommendations, AASA in the fall of 1988 held four regional forums for our members and representatives of all sectors of the education community, parents, civil rights advocates and business leaders. We were honored to host one of those forums in West Warwick, RI, Mr. Chairman, and I was privileged to participate in that particular meeting.

In all four of the forums that we held across the country, there was no topic that generated more discussion than the issue of set-asides for special populations and how those funds would be distributed.

The General Accounting Office testified earlier this year that under the current system of set-asides, "some allocation mechanisms tend to direct money toward more affluent communities and away from poor communities". This happens because of the inclusion of "nonpoor academically disadvantaged students" and because "disadvantaged and handicapped population funds, once allotted by formula, can be returned to the States by some eligible recipients, can be reallocated from poor to wealthier communities." This of course creates inequities, and the intent of the Perkins Act is not met.

We propose that instead of the current set-asides and State discretionary program improvement grants that the funds flow directly to local school districts and area vocational schools by means of a formula and that the matching and excess cost provisions in the current law be eliminated.

We believe that the formula should be based on the numbers of disadvantaged, handicapped, limited-English-proficient and female students actually served.

To ensure that the needs of displaced homemakers are addressed, we support the creation of a separate $100 million authorization for displaced homemakers.

With respect to area vocational schools, we would favor under certain circumstances a pass-through by the State directly to the area of intermediate school district in those counties or regions that are served by area or intermediate schools. If the local school district's formula allocation is less than $30,000, that local school district's funds should pass through to an area school. Where no area school exists, we would suggest that the LEA criterion be considered in terms of a consortium, and in developing the consortium, we believe that you need to look at rural areas and consider rural areas that have large distances but low populations. Of course, the converse would also be true for the urban districts that need to be served.

The allocation to area schools from LEAs with grants larger than $30,000 could be based on the proportion of the target population from the feeding districts actually served by the area center.

Because Federal support for vocational-technical education programs amounts to approximately one in every ten dollars spent on these programs, it is critical that these funds be distributed in such a manner that they have the greatest possible impact. The funding formula therefore should also serve students in higher-cost, more technically-oriented programs.

When you develop that formula, we would ask that you keep in mind the unique characteristics of the various States. New Jersey, for example, has limited-purpose regional districts that serve only high school students. However, it is the county or area schools in my State that are the primary providers of the high-cost technical education programs for secondary students.

We believe that the SEA application should contain a separate authorization providing incentive grants to LEAs and area schools to upgrade vocational programs for special populations. The incentive grants should include goals for increasing access and participation, as well as improving quality.

We believe that technical education without basic skills and attitudinal work skills is ineffective. We therefore suggest that you require the integration of basic skills with vocational skills. In those area schools that are operated on a share-time basis, we suggest that this be done in conjunction with the resident or home school.

In the area school that I administer, we have begun to expand basic skills opportunities by including the introduction of 600 related vocabulary words in each of our vocational curriculum, the requiring of homework in our vocational-technical programs, and through designed assignments, the use of a technical learning resource center that was designed for that specific purpose.

We also commend to you the recommendation of the National Assessment of Vocational Education that a separate title be designated in the reauthorization for postsecondary and secondary education. In the States, the distribution currently varies widely. In one State, 100 percent of the funds goes to postsecondary programs; in another State, 92 percent to secondary. We believe that it makes sense for the Senate to create two titles with separate authorizations so that both secondary and postsecondary students can be served.

We support the concept of coordinating State vocational education councils, but believe that the job training component needs to be addressed by one council and the education by another.

Finally, Mr. Chairman, we would urge the inclusion of S. 439, the Tech-Prep Education Act, as part of this Act. We believe that the articulation between postsecondary and secondary programs is critically important and that it would provide an opportunity for students to further their education in programs that they might not otherwise become involved in.

Thank you, Mr. Chairman, for considering our views.

Senator PELL. Thank you, Dr. Adams.

[The prepared statement of Dr. Adams follows:]

PREPARED STATEMENT OF DR. ADAMS

Mr. Chairman and members of the Subcommittee, on behalf of the more than 18,000 local superintendents and school executives who are members of the American Association of School Administrators, I would like to thank you for giving me this opportunity to present AASA's views on the upcoming reauthorization of the Carl D. Perkins Vocational Education Act. My name is William Adams and I am superintendent of the Salem County Vocational Technical Schools in Woodstown, NJ.

Mr. Chairman, according to Dr. Richard B. Freeman, Director of Labor Research for the National Bureau of Economic Research at Harvard University, employment in the U.S. expanded by 16 million jobs from 1979 to 1988, while the total number of new high school graduates shrank from 7.7 million in 1980 to 6.3 million in 1986. Yet, despite these new jobs in an economy that received fewer graduates each year to compete for the jobs, unemployment among the 2.5 million dropouts (aged 16–21) in 1986 remained at 27 percent, the same level of unemployment experienced by 3.4 million dropouts in 1980. Meanwhile, unemployment among high school graduates stood at a constant 13 percent in both 1980 and 1986.

Even in a better labor market (in which wages, admittedly, are at or below the poverty level for young workers) young people who drop out of high school continue to have great difficulty in securing employment. Clearly, they need to remain in school to receive additional education and training. The Perkins Act, which has been a beacon of leadership for vocational education through the years, needs to be directed in such a way that it guides State and local vocational education programs to remedies that are of long-term assistance to these young people.

To prepare our recommendations for your reauthorization deliberations, AASA, in the fall of 1988, held a series of four regional working forums, to which we invited not only our members but also parents, parent advocates, State administrators, teachers, community college and university administrators, State and local education board members, U.S. Department of Education officials, members of your staff, and staff members from the corresponding House education subcommittee. We were honored to host one of those forums in West Warwick, RI, Mr. Chairman.

Our forums and our AASA Federal Policy & Legislation Committee identified seven key issues which all agreed should be addressed during reauthorization. They are:

- Set-asides for Special Populations;
- Distribution of Funds;
- Secondary and Postsecondary Vocational Programs;
- Linkages with Business, Labor and JTPA;
- Articulation Between Vocational Education and Academic Programs;
- Staff Development.

No topic generated more discussion, Mr. Chairman, than the issue of the set-asides for special populations and how those funds are distributed. In order to assure that the purposes of the set-asides are achieved, those of us who administer local programs believe the Perkins Act should require applicants for Perkins funds to provide specific assurances that the special populations will be served and then hold applicants accountable for those assurances.

The General Accounting Office (GAO) testified earlier this year that under the current system of set-asides "some allocation mechanisms tend to direct money to more affluent communities and away from poor communities," because of inclusion of "nonpoor academically disadvantaged students," and because "disadvantaged and handicapped population funds, allocated by statutory formulas and returned to the states by some eligible recipients, can be reallocated from poor to wealthier communities."

Instead of the current system of set-asides and State discretionary program improvement grants, we recommend that funds flow directly to local school districts and area vocational schools by means of a formula, and that the matching and excess costs provisions in the current law be eliminated. We believe that formula should be based on numbers of disadvantaged, handicapped, limited English proficient and female students actually served, with greater formula weightings given to persons in these special populations compared to a formula weighting of one for a regular student.

To ensure that the needs of Displaced Homemakers are addressed, we support the creation of a separate $100 million authorization for Displaced Homemakers.

With respect to area vocational schools, we would favor—under certain circumstances—a pass-through by the State directly to the area or intermediate school in those counties or regions served by area schools. If the local district's formula allocation would be less than $30,000; that local district should have its funds passed through to the area school or—where no area school exists—should participate in a consortium. In developing consortia criteria, consideration should be given to rural areas in which large distances and low population densities are a factor. The allocation to area schools from LEAs with grants larger than $30,000 could be based on the proportion of the target student population, from all the feeding districts, actually served by the area center. And, again, the allocation should be weighted, with the same higher weightings for special populations as the LEA formula. In all cases involving area schools and consortia, the uses for Perkins funds allocated to the area school or consortium should be agreed to in a joint plan with the LEAs whose students are generating the funds.

Because Federal support for vocational/technical education programs amounts to approximately one in every ten dollars spent on these programs, it is critical that these funds be distributed in such a manner that they have the greatest possible impact. The funding formula, therefore, should be one that allows for distribution of funds not only to reach targeted populations, but also to serve students in higher cost, technically oriented programs. We believe, therefore, that the Senate's reauthorization should focus on the funding distribution formula, so that funds can be concentrated for effective use. When you develop that formula, we would ask that you keep in mind the unique characteristics of the various states. New Jersey, for example, has limited-purpose regional school districts, which serve high school populations only. The county or area vocational schools in my State are our primary providers of technology education for secondary students. Our AASA recommendation that funds flow through the county or area schools, where they exist, would, in fact, place these funds where they could be utilized to have the greatest impact on technological instruction.

We also believe the SEA application should contain a separate authorization providing incentive grants to area schools and LEAs to upgrade the vocational program for special populations. The incentive grants should include goals for increasing access and participation, as well as improving quality. If the LEA or area school failed to reach the special population goals it described in the application, it would have to be penalized with grant reductions in subsequent years.

We fully support the integration of vocational education with academic education. We believe that technical education without basic skills and work attitudinal skills is ineffective. We therefore suggest that you require integration of basic skills with vocational technical schools. In those area schools operated on a shared-time basis, the integration should be done in conjunction with the home or resident school.

In the area school I administer, we have begun to expand basic skills opportunities in several ways, including the introduction of 600 related technical vocabulary words, the requiring of homework for vocational and technical occupation subjects, and through designed assignments that require students to use a technical learning resource center. Students who are being prepared for the workforce must be able to read, write and compute. They must also be able to communicate with each other. We believe that the only way to ensure that this takes place is to encourage the development of programs where basic skills, work attitude skills and technical skills are integrated.

We also respectfully commend to you the recommendation of the National Assessment of Vocational Education that a separate title be designated in the reauthorization bill for secondary and postsecondary education. Since the states currently have widely varying divisions of secondary and postsecondary vocational funds (from 100 percent postsecondary in one State to 90 percent secondary in another), we believe it makes sense for Congress to simply approve two line items to receive appropriations, which can then be distributed among the states depending on how vocational education is established in the states. Frankly, we are also troubled, Mr. Chairman, that under the current Perkins Act, states are apportioning a higher and higher percentage of funds to higher education, at the expense of secondary schools and their students.

A combination of the current trend toward increasing academic graduation requirements, the impact of complex technology, and the enlarging adult student population has shifted the bulk of vocational training to the post secondary level. However, as the National Assessment (NAVE) recently noted, more than 80 percent of vocational education students leave non-baccalaureate institutions without earning the required level of vocational education courses to be qualified in a specific field. Consequently, these students cannot benefit from the shift in vocational education focus to the postsecondary level. Students who are unable to attend or complete any postsecondary job training rely on an adequate vocational education program at the secondary level. We have an obligation to reach these students.

We support the concept of coordinating the State vocational education councils with the State education components of the Job Training Partnership Act and the Family Support Act. However, we urge that you ensure that no council lose its identity. There needs to be a citizen advisory group that has a sense of each of these programs, so that citizen input and advice for each of the separate programs is assured. We further believe authority for funding these newly-unified State councils should be vested in the Department of Education.

We believe State departments of education should be declared the sole State agency for administering the Perkins Act and should continue to retain 20 percent of Perkins Act funds within the State for the purposes of carrying out program administration, staff and curriculum development, performance objectives and measures in consultation with LEAs, business partnerships, program integration and innovation.

We respectfully ask that you include in this legislation a provision requiring the Department of Education to develop its regulations under this reauthorization by means of a Negotiated Rulemaking process, similar to the process you required under the Hawkins-Stafford Amendments last year. We in local education find that process to be most helpful in allowing us to provide input, before regulations are even promulgated, and in helping our members understand the vital link between the law and regulations.

Finally, we wish to express our strong support for including in this reauthorization your bill, Mr. Chairman, S. 439, the Tech-Prep Education Act. The articulation between secondary and postsecondary programs in this S. 439 would mean a great deal to our students and would encourage them to continue their pursuit of new programs. Students who otherwise might not attend a postsecondary program would be encouraged to do so.

Thank you, Mr. Chairman, for considering our views.

Senator PELL. Mr. Oglesby.

STATEMENT OF JAMES R. OGLESBY, PRESIDENT, NATIONAL SCHOOL BOARDS ASSOCIATION, AND MEMBER, COLUMBIA PUBLIC SCHOOL BOARD, COLUMBIA, MO

Mr. OGLESBY. Mr. Chairman, I want to thank you for the opportunity to be here.

My name is Jim Oglesby, and I am President of the National School Boards Association. And, as a matter of professional background, I have a Master's, Bachelor's, and Ph.D. in ag education, one of the vocational areas.

I am here to represent the 95,000 local school board members across the country, and I want to testify on behalf of reauthorization of the Vocational-Education bill.

My testimony will highlight the strong belief of local school board members in the need for a significant Federal role in vocational education. It will also explain why local school board members recommend that Congress make several significant changes in the Perkins Act.

NSBA believes that vocational education must have a broad educational mission. It must provide students with cognitive and occupational skills necessary to pursue a lifetime of productive employment. Programs that focus only on near-term, job-specific training will fail our students as particular job skills become obsolete and the job markets change.

Local school board members would like to see the Federal role be supportive of this broad vocational education mission. The increasing complexity of even entry-level jobs and the ever more competitive world economy make top-quality vocational courses a vital part of every student's education.

We believe that the Federal role should be to assist all students, including the special needs populations like the disadvantaged and the handicapped, to acquire the academic and occupational skills and competency necessary to achieve a lifetime of productive and satisfying employment; to keep local vocational education programs on the cutting edge of new instructional methods, current job market conditions and modern technologies; and to increase the productivity and competitiveness of the American work force in the world economy.

We have conducted surveys around the country of school districts, and we represent nearly 15 percent of the national student enrollment in this survey, and this survey reveals that 85 percent favored guaranteeing a specific minimum level of funding for secondary vocational education as compared to postsecondary vocational education.

Nearly 86 percent would like to see a shift to a local enrollment formula for allocating Federal aid.

Over 73 percent prefer concentrating Perkins funds on improving vocational education in the schools with special needs populations rather than splitting the funds among six set-aside and general program improvement funds.

In terms of State administration, 86 percent believe that States should be required to simplify the loan application process. Over 88 percent favored limiting State use of Federal funds for administrative purposes to 5 percent of their share.

In terms of Federal program requirements, more than 60 percent oppose the use of job placement rates as a major measure of student success in vocational education. Nearly 62 percent believe that the Perkins Act should make teaching the basic skills in vocational education a priority.

And finally, the overwhelming 92 percent favor encouraging the coordination of secondary vocational education curricula with postsecondary programs.

We recommend as to the local formula first a single, national funding formula, based on enrollment and recognizing high-cost, special needs populations should be used to allocate all basic funds. Matching and excess cost requirements should be eliminated.

School districts should have the flexibility to focus their limited funds on a few priorities so that they can achieve more powerful results with the limited Federal resources.

The Act should require States to design a single, unified application process. Currently, administrative costs absorbed by the districts are out of proportion with the size of the grants that are awarded.

A major priority for the Perkins fund should be the integration of academic skills and occupational skills in instructions. Project activities would include curriculum revision, teacher training and acquiring instructional technology that facilitates individualized learning.

The Act should also authorize activities designed to articulate secondary vocational education programs in business/industry and to coordinate the joint JTPA program with vocational education rather than the opposite.

Finally, the Act should provide members of local school boards with the opportunity to participate in the planning councils and on committees that review the regulations concerning the governing programs. NSBA looks forward to working with the committee to translate these program recommendations into legislation.

Mr. Chairman, thank you for the opportunity to present this testimony.

Senator PELL. Thank you very much indeed, Mr. Oglesby.

[The prepared statement of Mr. Oglesby (with attachments) follows:]

PREPARED STATEMENT OF JAMES R. OGLESBY

I. INTRODUCTION

I am James R. Oglesby, President of the National School Boards Association (NSBA) and a member of the Columbia Board of Education, Columbia, Missouri. The National School Boards Association is the only major education organization representing local school board members, who have the responsibility of governing the nations public schools. Throughout the nation, approximately, 97,000 of these individuals are Association members. These people, in turn, are responsible for the education of more than 95 percent of the nation's public school children.

I appreciate the Committee's invitation to testify on the reauthorization of the Carl D. Perkins Vocational Education Act (P.L. 98-524). My testimony will highlight the strong belief of local school board members in the need for a significant federal role in vocational education. It also will explain why local school board members recommend that Congress make several significant changes in the Perkins Act.

NSBA's major recommendations are:

* Drive more federal dollars directly to local school districts through a local formula;
* Give local schools more flexibility to meet local needs;
* Simplify the application process to reduce administrative burdens;

- Stress mastery of basic skills in vocational education;
- Encourage coordination between secondary and postsecondary vocational programs;
- Include local school board members on planning councils and committees to review proposed program regulations; and
- Increase funding to $1.5 billion.

II. THE FEDERAL ROLE IN VOCATIONAL EDUCATION

Vocational education is a major component of public education across the United States. Ninety-seven percent of all students currently take at least one vocational education course during high school and fifty percent take four or more year-long courses. Contrary to common belief, secondary vocational education programs attract significant numbers of both high- and low-ability students as well as college-bound and work-bound youth.

NSBA believes vocational education must have a broad educational mission. It must provide students with the cognitive and occupational skills necessary to pursue a lifetime of productive employment. Programs that focus only on near-term, job specific training will fail our students as particular job skills become obsolete and job markets change.

Local school board members would like to see the federal role be supportive of this broad mission for vocational education. The increasing complexity of even entry-level jobs and the ever more competitive world economy make top quality vocational courses a vital part of every student's education. All students can benefit from federal assistance to improve vocational education.

At the same time, the challenge to educators of providing quality education to all our young people is becoming more difficult. Each year the number of students in our schools beset by poverty, disabilities, language barriers, family turmoil, or the drug epidemic grows. These students are at-risk of academic failure and of leaving school without hope of finding worthwhile employment.

The harmful effect of this waste of human resources on our national productivity and competitiveness also increases each year. America cannot afford to let such a large proportion of its young people become marginal to our national economy and a burden on our social, health and criminal justice systems. Federal assistance has a crucial role in enabling vocational education programs, as one of several program options, to meet the needs of these students also.

NSBA firmly believes that a significant federal role in vocational education is essential. The federal role should have three purposes:

A. To assist all students, including special need populations like the disadvantaged and handicapped, to acquire the academic and occupational skills and competencies necessary to achieve a lifetime of productive and satisfying employment.

B. To keep local vocational education programs on the cutting edge of new instructional methods, current job market conditions, and modern work technologies.

C. To increase the productivity and competitiveness of the American workforce in the world economy.

III. RESULTS OF NSBA'S NATIONAL SURVEY

During the 1988-89 school year, NSBA conducted two surveys of local school boards across the country in order to identify the policy concerns of school districts with a strong interest in vocational education. The fall survey (October) addressed policy issues concerning the implementation of the Perkins Act at the federal, state, and local levels. The spring survey (June) sought reactions to the policy changes contained in H.R.7.

A. Fall Survey Results

School officials from 265 local school districts responded to the fall questionnaire. These districts represent a total enrollment of six million students or nearly 15 percent of the national enrollment of public elementary and secondary school students. They also are representative of all sizes and types of districts ranging from those with less than 2,000 students to the largest district in the country with over 900,000 students.

Survey respondents gave "Yes" or "No" responses to specific policy options dealing with funding priorities, state administration, and statutory program requirements of the Perkins Act. A summary of the survey is given in Appendix A. While there were some variations in responses by size of district, the majority position was remarkably consistent.

The survey revealed that local school officials had strong feelings on several key policy options. For example:

1. Concerning the allocation of federal dollars

   * Over 70 percent stated they favored increasing the proportion of funds reserved for program improvement, expansion, and innovation. (Title II, Part B).

   * Nearly 85 percent favored guaranteeing a specific minimum level of funding for secondary vocational education as compared to postsecondary vocational education.

   * More than 62 percent support allocation of program improvement funds by a federal enrollment formula rather than at state discretion.

2. Concerning state administration

   * Over 86 percent believe states should be required to

simplify the local application process in a manner similar to Chapter 2 applications.

- Over 88 percent favored limiting state use of federal funds for administrative purposes to five percent of their share.

3. Concerning federal program requirements

- More than 60 percent oppose the use of job placement rates as a major measure of student success in vocational education.

- Over 58 percent favor changing the restriction on using Perkins funds to pay for only up to half of the costs of services to disadvantaged and handicapped students.

- Nearly 62 percent believe that the Perkins Act should make the teaching of basic skills in vocational education a priority.

- Almost 60 percent support the participation of local school board members on committees to review proposed regulations for the Perkins Act.

- More than 52 percent oppose requiring greater coordination with the Job Training Partnership Act program at the local level.

- A larger proportion, 57 percent, opposes requiring partnership programs with employers and community-based organizations.

- An overwhelming 92 percent favor encouraging coordination of secondary vocational curricula with postsecondary programs, such as community colleges.

B. Spring Survey Results

The spring survey (Appendix B) drew responses from school officials from 154 local school districts of all sizes and types. These districts represent a total enrollment of four million students or nearly 10 percent of the national enrollment of public elementary and secondary school students. The survey questionnaire asked for reactions to the major provisions of the recently passed House bill, H.R. 7, the Applied Technology Education Act Amendments of 1989. Survey respondents gave "Yes" or "No" responses to six questions on the new local funding formula and program requirements.

School officials generally favored the policy changes in H.R. 7 by large majorities. In particular:

1. Concerning the new local funding formula and set asides

   - * More than 85 percent favored the shift to a local formula for allocating federal aid for vocational education.

   - * Over 52 percent did not foresee the need to adjust the local funding formula in H.R. 7 to better fit their school districts.

   - * Over 73 percent prefer the concentration of funds on improving vocational education in schools with special need populations to the current split of funding among six separate set-asides and general program improvement.

2. Concerning new program requirements

   - * Seventy-two percent believe that changes like the elimination of set-asides and matching funds will result in decreased paperwork and greater local flexibility.

   - * More than 86 percent stated that new program requirements like integration of academic and occupational skills for uses of Perkins funds were practical and attractive to their school district.

3. Concerning area vocational technical schools

- Of 44 respondents from area vocational technical schools, over 61 percent stated that the provisions in H.R. 7 will assure them a reasonable share of federal funds.

IV. NSBA'S RECOMMENDATIONS FOR REAUTHORIZATION

Based on our own national survey data and wide consultation with local school board members, NSBA recommends that the reauthorization of the Perkins Act should incorporate several major policy changes.

A. Drive More Federal Dollars Directly to Local School Districts

The Act should channel more of the federal resources directly to local school district programs through revisions in the funding allocation procedures.

First, at least 75 percent of the basic grant award should be reserved for elementary and secondary vocational education programs.

Second, a single national funding formula based on enrollment and recognizing high cost special need populations should be used by states to allocate all basic grant funds.

Third, matching and excess cost requirements should be eliminated since they discourage the initiation of needed services in many districts that cannot meet the requirements for economic reasons.

B. Give More Flexibility to Local School Districts

The Perkins Act should give local school boards more flexibility to design and carry out vocational programs that work for all students, including the disadvantaged and hendicapped. The current combination of federal requirements -- six separate set-asides for special need populations, only supplemental or excess costs allowable, 50 percent matching, among others -- makes the design and delivery of services extremely difficult and expensive.

School districts should have the flexibility to focus limited funds on one or several priorities and special need populations so that they can achieve more powerful results with the federal resources.

Often districts can demonstrate that they address the needs of special populations through non-federal resources and could better direct the limited vocational resources to a specific improvement in the vocational program that would benefit all students.

Districts also should be able to focus resources on improving the design and teaching methods of vocational courses themselves so that they could accommodate the needs of a heterogeneous student population inside the classroom rather than primarily providing remedial and ancillary services to special need students outside the classroom, as is currently the practice.

The Act should set broad priority areas of authorized activities and describe project criteria that includes the necessity to show how districts will address the needs of special populations in project designs. Local districts would have the flexibility to select among the authorized activities. At the same time districts would provide assurances that all special need populations would have full access to the entire vocational education program. School districts have shown through their management of Chapter 1, Chapter 2, and magnet school assistance programs that they are capable of setting and meeting program objectives that address special need populations without burdensome federal restrictions.

C. Reduce the Burden and Cost of Administration

The Act should simplify the local application process and streamline the expensive administrative procedures often required by state and federal regulation. Many states require that school districts submit individual project applications for each set-aside category, and by each grant activity, course title, school building, grade level, or vocational specialty that is being addressed, up to the total of their Perkins allocation. Several state administrators -- one for each specialty area (consumer and homemaking, industrial arts, business education, business partnerships, etc.) -- must review and approve the applications and all subsequent expenditures.

Since the median grant allocation is $8,000, many of the school-based projects are actually mini-grants of $500 or less. Yet the paperwork burdens are often the same for small and large projects. Most districts must assign the application task to an administrator who in turn works with a team of principals and teachers to complete the paperwork. In many cases, the administrative costs absorbed by the district are clearly out of proportion to the size of the grant awards.

The Act should require states to design a simple unified application process that consolidates all district grant activities into a streamlined project description and budget similar to the Chapter 2 administrative procedures.

D. Emphasize Basic Skills As Well As Occupational Skills Instruction in Vocational Education Projects

The Act should set as a major priority for the authorized use of funds those activities that would enable vocational education to provide students with mastery of basic communication and computational skills and opportunities to develop higher order thinking skills.

Such activities would include curriculum revision, teacher training in integrating basic skill instruction and organizing classroom instruction for heterogeneous classes, development of special teaching materials, skill assessment, hiring instructional assistants, computer-aided instruction and student recordkeeping, purchase of interactive video and other instructional equipment that facilitates individualized learning, etc.

E. Encourage Cooperation With Postsecondary Training Providers

The Act should also authorize activities designed to coordinate secondary vocational education programs with postsecondary training providers such as community colleges, four year institutions, proprietary organizations, union apprentice programs, business and industry training, and nonprofit training programs such as those sponsored by the Job Training Partnership Act.

NSBA would be concerned that the governance structure of such cooperative ventures and consortia clearly provide that the local school board retains complete control of school-based programs and acts as the fiscal agent for related grant funds.

F. Limit Coordination with JTPA

NSBA welcomes the expressed interest of Secretary of Labor Elizabeth Dole in greater coordination of resources and programs among the Departments of Education, Labor, and Health and Human Services. However, the guiding principle for greater cooperation should be to ensure that programs such as JTPA are made more accessible to, and supportive of, the broad mission of elementary and secondary vocational education. By contrast, it would be an educational error to transfer vocational education into an extension of the job training mission of JTPA. The Perkins Act should encourage, but not require, greater coordination with job training programs.

G. Significantly Increase Funding for the Perkins Act

The Act should provide an authorized funding level for the basic state grant program of at least $1.5 billion for the first year of reauthorization. It also should set a goal of providing such sums as necessary to increase the median grant award to local school districts from $8,000 to at least $25,000 by Fiscal Year 1994. Without significant levels of funding, local school districts cannot be expected to show meaningful progress toward the goals of this important federal program.

H. Establish a Role for Local Policymakers in Planning and Rulemaking for the Perkins Act

Finally, the Act should provide members of local school boards with the opportunity to participate in state-wide planning councils and in committees for drafting and reviewing state and federal regulations governing the program.

The recent reauthorization of Chapter 1 included negotiated rulemaking provisions with the result that over 100 local school board members participated in regional meetings on proposed program regulations last spring. The benefits of this participation are not only a definite improvement in the quality and practicality of the rules drafted by federal and state officials but also a deepened understanding of and commitment to the goals of Chapter 1 on the part of local board members.

Since the Perkins Act also deals with significant policy areas regarding curriculum, program operations, teacher training, student testing, and other critical areas that are clearly in the domain of the local school board, local school board members must also have significant involvement in the promulgation of these program regulations at both the federal and state levels.

V. CONCLUSION

NSBA looks forward to working with the committee to further develop these program recommendations and to craft specific legislative proposals. Thank you for your consideration of our concerns.

NSBA

Appendix A

SUMMARY OF FALL 1988 SURVEY RESULTS ON FEDERAL VOCATIONAL EDUCATION POLICY QUESTIONS

		YES	NO
		N=265	
I.	FUNDING PRIORITIES		
A.	Should NSBA support the 57/43 percent split of basic grant funds in current law between special need populations and general program improvement respectively?	49.4%	46.4%
B.	Should the set-aside for disadvantaged (22 percent) or handicapped (ten percent) be increased?	26.8%	70.2%
C.	Should the set-aside for general program improvement funds (43 percent) be increased?	71.3%	26.8%
D.	Should additional special need set-asides be created for limited English students or other special need groups?	22.6%	73.2%
E.	Should the law also reserve a specific level of funding for secondary education to prevent postsecondary institutions from absorbing greater proportions of federal funding?	84.9%	12.5%
II.	STATE ADMINISTRATION		
A.	Should states continue to be allowed to retain up to 20 percent of federal voc ed funds at the state level?	45.3%	50.2%
B.	Should states be required to limit their use of federal funds for administrative purposes (e.g., five percent cap)?	88.3%	9.1%
C.	Should states be required to simplify the local application process in a manner similar to Chapter 2 applications?	86.4%	9.8%

D.	Should the law require that the 43 percent of all basic grant funds set aside for general program improvement be allocated on an enrollment formula basis rather than left to the discretion of the state?	62.6%	33.2%
E.	Should state be given additional authority to revise or provide mandatory technical assistance to "improve" local voc ed programs?	47.2%	49.1%
III.	PROGRAM REQUIREMENTS		
A.	Should school board involvement in developing program regulations be ensured by requiring review committees, including school board members, for proposed rules at the federal and state level?	58.9%	38.9%
B.	Should job placement rates be required as a major measure of student success for federal vocational education programs?	36.9%	60.8%
C.	Should the Perkins Act require other student outcome measures (e.g., basic skills test scores, postsecondary enrollment) to provide accountability for federal dollars to Congress?	48.3%	47.9%
D.	Should the restriction on using federal funds only to pay for (up to 50 percent) excess costs or supplemental services to handicapped and disadvantaged students be changed?	58.1%	37.0%
E.	Should the requirements be changed that all disadvantaged students in voc ed courses -- not just those benefiting from federal funds -- must receive special support services as a condition of receiving Perkins funding?	40.4%	53.6%
F.	Should the Perkins Act make the teaching of basic skills in voc ed courses a priority?	61.5%	35.9%
G.	Should the Perkins Act specifically require partnership programs with business and industry and community-based organizations?	41.9%	57.0%
H.	Should specific linkages with postsecondary programs be encouraged to coordinate vocational curricula from high school to local community colleges, for example?	91.7%	6.0%
I.	Should the Perkins Act require greater coordination with the Job Training Partnership Act program at the local level?	43.0%	52.1%

NSBA

Appendix B

SUMMARY OF SPRING 1989 SURVEY RESULTS ON REACTIONS TO H.R. 7 POLICY CHANGES

QUESTION	YES	NO	NO RESPONSE
		N=154	
1. Do you foresee the need to adjust the new local funding formula in H.R. 7 to better fit your school district?	39.0%	52.6%	8.4%
2. Overall, do you like the shifting to a local formula for allocating federal aid for vocational education?	85.7%	9.1%	5.2%
3. Is H.R. 7's concentration of funds on improving vocational education in schools with special need populations preferable to the current split of funding among six separate set-asides and general program improvement?	73.4%	20.1%	6.5%
4. Will the design of H.R. 7 (e.g., elimination of set-asides and matching funds) result in decreased paperwork and greater local flexibility in your view?	72.1%	13.0%	14.9%
5. Are the new academic requirements (e.g., integration of academic and occupational skills) for uses of Perkins funds practical and attractive to your school district?	86.4%	10.4%	3.2%
		(N=44)	
6. If you represent an intermediate unit, like an area vocational technical school, will the AVTS provisions in H.R. 7 assure you a reasonable share of federal funds?	61.4%	38.6%	----

NSBA

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July 28, 1989

The Honorable Claiborne Pell
United States Senate
Subcommittee on Education, Arts and Humanities
648 Senate Dirksen Office Building
Washington, D.C. 20510

Dear Senator Pell:

Re: Vocational Education/Letter for the Record

On behalf of the National School Boards Association, I wish to express my appreciation to you and members of the Subcommittee for your commitment to vocational education, as well as for inviting me to testify on July 21, 1989.

I would like to amplify several responses which I gave to members of the Subcommittee. First, Senator Kassebaum raised a question as to whether or not a set-aside is necessary to assure adequate services for disadvantaged students. As indicated in my prepared statement, a federal formula which includes a count of disadvantaged children with appropriate accounting procedures to assure that funds are being spent on target populations is preferred over set-asides. The formula approach would provide local flexibility (which is important to developing locally responsive vocational programs), without the grantsmanship, regulation, extra bookkeeping, and other inefficiencies associated with set-asides. Our 25 years of experience with Chapter 1 illustrates that the formula approach is a successful and accountable means of distributing federal funds.

Second, the critical area of attracting and retaining minority group teachers in vocational education was not addressed during our hearing. This problem, which exists across-the-board in education, is particularly acute in vocational programs. Not only are minority group students highly represented in vocational programs, but a variety of factors in higher

Continued . . .

NATIONAL SCHOOL BOARDS ASSOCIATION
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education have not resulted in a corresponding proportionate number of young blacks and other minorities choosing vocational education as their career endeavor. We believe the federal program should include a special feature that addresses this need in terms of increasing the supply of qualified minority teachers, as well as increasing school district resources for recruitment purposes.

Third, Senator Simon expressed some surprise and concern that a majority of local school boards do not support increased coordination with the Job Training Partnership Act (JTPA). School systems have had an uneven history in this area due to the early exclusion of adequate school representation on Private Industry Councils. To a large extent this resulted in disappointment over the allocation and use of funds for educational programs to meet the needs of in-school youth.

It is more than a turn of a phrase that school officials would prefer to have JTPA coordinated with vocational education, rather than the other way around. All other factors being equal, vocational education needs to place greater emphasis on the academic and conceptual nature of job skills in our ever increasing technological age. By contrast, for many youngsters, the type of specific job training that is associated with JTPA can lead unnecessarily to a cycle of short term employment, unemployment, and return to the classroom for new job training at an educational level which does not necessarily prepare them to either achieve or look beyond a career of entry level employment. By the same token, a vocational education program which is augmented by the services provided by JTPA, such as job placement can produce very positive results.

Again, we are looking forward to working with the Subcommittee in fashioning a federal vocational program that will prepare our nation's students for the 21st Century.

Very truly yours,

James R. Oglesby

James R. Oglesby
President

JRO:mb

Senator **Pell**. Mr. Cole, I would like to ask one question. There is a new buzz word I hear here—"articulation". How would you define it?

Mr. **Cole**. We have our definition, and attached to my testimony is the AFT's very specific proposal on articulation teams. On the inside it says that, "while Webster's defines 'articulation' as 'an action of joining together or interrelating', we mean something more. It is a process in which diverse groups work together to design or structure programs that enhance the probability of student success."

We have in our proposal, really, four different areas that we think fall within the rubric of articulation. The first is there has to be better articulation, coordination and cooperation between academic and vocational programs. I think some of the other speakers talked about that, and I think there is a growing awareness that there is a merging of the skills of academic and vocational that are needed for the work force of the future. So we think, at least in our experiences, that in many instances—and I was a high school social studies teacher for 23 years—had little opportunity to interact with vocational teachers to see how we could coordinate together to make sure that at least basic skills were there.

The second component actually could be within elementary and secondary schools. New York State, for example, has completely redone their vocational education curricula, so it is a well-coordinated and integrated curriculum from kindergarten right through grade 12, starting off with basic skills, transferable skills like keyboarding, and then more specific skills. But the major focus of that is the secondary/postsecondary, or commonly called the Two-Plus-Two program, that we think offers an awful lot of possibility and one that we would support.

The third aspect of articulation would really be there needs to be better relationship between vocational education and the labor and business and other communities—for example, with apprenticeship programs or with business training programs, or certainly that whole dimension of job training programs that are out there. In some places, by the way, it is being done very well; in other places, it is not. We think that the Federal legislation could help.

Then the last part, of course, would be as we are addressing here today that there needs to be much better coordination or articulation with vocational education and students with special needs.

So it is a broad concept we are using to encourage in all those four areas.

Senator **Pell**. I look forward to re-reading your testimony to understand better what is meant by articulation.

Mr. **Cole**. Good.

Senator **Pell**. My mind is going a little slowly this morning because we were up fairly late last night on the Senate floor.

I would like to ask Mr. Oglesby whether he feels that the targeting in current law is correct or whether the current formula is resulting in more money going on a per capita basis to the better-off kids and families than to the poorer kids who are the ones who really should be getting it.

Mr. **Oglesby**. It is going to address several needs, and there should be some adjustments in those formulas to make sure that there are certain equities there. But that has not been in the program in the past, and what has happened is that some districts have been allocated resources, didn't have the matching funds to go along with it; it has been reverted back and it has gone back to other areas. So I would like for close attention to be paid to that in the bill to make sure that there are equities, but make sure that a population that has not been served will have an opportunity to receive some revenues in order to carry a program.

Senator PELL. Thank you very much.

Dr. Adams.

Dr. ADAMS. The excess cost provisions and the matching provisions frequently cause poor districts not to be able to match, thus not use the funds, and that has been one of the problems with some of the restrictions that exist in the present law.

Senator PELL. Thank you very much indeed.

I now turn to the ranking member, Senator Kassebaum.

Senator KASSEBAUM. Thank you. I would like to follow up a little bit on that. I believe, Mr. Oglesby and Mr. Cole, you both talked about the special populations and questioned whether set-aside provisions were really meeting those needs.

Mr. Oglesby, I gathered from what you were saying that you suggested these needs could be better addressed at the State level and we should let the States decide how to allocate those funds. Did I misunderstand?

Mr. OGLESBY. That is an option, but the Federal Government has a role in vocational education, and has played a strong role in vocational education in terms of making sure that certain resources were there for basic populations to be served. That process needs some review to make sure that there are follow-throughs, that certain populations are served as a part of this, to include not only the inner-city but the disadvantaged populations.

Senator KASSEBAUM. Do you feel that if we had not had set-asides, those populations would not have been served—say, the displaced homemaker, the disadvantaged students?

Mr. OGLESBY. Senator Kassebaum, the only thing I can say is that in the past, some of it just has not happened.

Senator KASSEBAUM. Mr. Cole, you mentioned this, too. Do you have any specific alternative that you would suggest?

Mr. COLE. Well, we agree with the original intent of the set-asides in the current legislation. The problem is that it has not worked in a lot of places.

I think the problem is that that approach deals with process, and what we need to do is refocus on outcomes and to say to the State and the localities that, yes, it is a Federal role to make sure that handicapped and other populations are served; we are going to allow you the flexibility to do that, but we are going to hold your feet to the fire to demonstrate that you in fact have done that. So we need to perhaps look into the legislation, focusing on accountability measures that say to a local or a State that if in fact you are going to serve these populations, you may want to put in—I wouldn't think necessarily a competitive proposal, but certainly an application of how they are going to use the Federal funds, and that application should spell out how they are going to use them for those special populations, what outcomes they expect, and then before the second round comes in terms of reapplying for those, they ought to be able to demonstrate what in fact they have done. So it shifts the focus from one in terms of just looking at numbers and just looking at set-asides, to give what I think everybody agrees needs to be done—the flexibility at the local level—but then they clearly have to be held accountable and demonstrate that they have used those funds in ways that are very clear and measurable.

Senator **Kassebaum**. I would guess all three of you would have some concerns about a super council.

Mr. **Cole**. Yes. I mentioned that in my testimony. As I said, the goal, it seems to me, of Congress, from what my perception is, is that there is a demand that we have better coordination and planning out there, and that is not happening. There are all these programs, we are spending a lot of Federal dollars and State dollars, and they are going here and there, and we have got to develop a mechanism where there is better coordination or articulation or planning.

It seems that the proposal for one council is an attempt to do that, but a council is a means to an end. What we are after is the planning. And just to put everybody in the same council, I don't think it is going to succeed. My own guess is that vocational education will get lost in that. We support the proposal that is out there by a number of other groups—the National Association of State Councils on Vocational Education and others—that say there is a fundamental difference between education and training, and maybe they ought to have their own councils develop State plans for vocational education, maybe adult and training, but there also needs to be another component where those folks who are impacted by both of those, that there is a common State plan that says that they are going to address those. That plan could be developed, we think, by the professionals; go back to the State councils for some kind of review or sign-off, and then given to the Governor for implementation. And then again, before those groups are funded the second time, there has got to be an accountability factor there to demonstrate that they have done what they have said they are going to do.

Senator **Kassebaum**. Dr. Adams, you mentioned New Jersey's efforts to integrate academics and vocational education. Is this being done through the area vocational-technical school, or is this a statewide effort?

Dr. **Adams**. Senator, it is being done on a pilot basis through many of our area schools. What we are recognizing is that training students, or providing students with vocational skills alone just will not do it in the real world of work. We have got to be concerned with basic skills as well as work attitudinal skills.

We really believe that as you look at reauthorization, there needs to be incentive to integrate basic skills with vocational skills. We are doing it in our area school; we did it on a pilot basis, and we are expanding that now, and we are finding that we are serving our employers and students better as a result of it.

Senator **Kassebaum**. Do you have the Two-Plus-Two program implemented in any of the pilot efforts that you are undertaking?

Dr. **Adams**. Yes, we do. We have what we call a Tech-Prep program with our community college, where students attend in the eleventh and twelfth grade an automated technology program, which is a basic electronics program with pneumatics, hydraulics and robotics. Students receive 12 credits toward their associate program providing they enroll within one year in the community college and pass the sequel course.

We think it has opened up all kinds of opportunities. Students can earn the credits at no cost, and that becomes an important factor, especially with some of the populations that we are trying to reach. That first program is working well. We have two others on the board that we hope will go on-line soon—one for a computer-assisted design drafting program, and one in the health occupations area.

Senator KASSEBAUM. Thank you, Mr. Chairman.

Senator PELL. Thank you very much.

Senator Simon.

Senator SIMON. Thank you, Mr. Chairman.

I am also interested in the set-aside problem. Three of the four of us here also serve on the Foreign Relations Committee. We don't call them "set-asides" on the Foreign Relations Committee, we call them "earmarks". And in theory, the Administration says to us, "Just give us the money, and we'll determine where it is going to be spent." But if we don't set aside something for Israel, something for Egypt, something for Botswana—specify where the money should be spent, somehow the job just does not get done.

I noticed, Dr. Adams, while you are opposed to set-asides in the first part of your statement, in the second part of your statement you state that you want to have one set-aside for postsecondary education and another for secondary education. It seems to me the logic of your argument is that if we are not going to have any set-asides, then we should just give the money to the States and let them determine how the money should be spent, and not have any set-asides either for secondary or postsecondary. Now, Dr. Adams, you want to have set-asides in order to make sure that secondary education and postsecondary education get their fair share of the moneys. Isn't it logical to do the same for handicapped, disadvantaged, young people and others?

Do you follow me?

Dr. ADAMS. Yes, Senator. I think we have a way to address that problem and to get the funds to the students who need the service, the special populations.

We suggest a formula based on the actual handicapped, disadvantaged, limited English-speaking-proficient students that are actually served. In the formula that we propose that you consider, if you were to follow that logic and base it upon actual service for a given area or region or intermediate school district, the funds would not be forthcoming the following year. This would be the mechanism possibly that Mr. Cole spoke about as far as safeguarding, that these funds would go to the populations that they are intended for.

If you based it upon the actual students served, the next time funding would come up, those districts that did not provide the services to those populations would not be eligible for those funds. That would be a way to directly attack the problem at the local district and not have the funds get lost in a complicated State formula, which often results in moneys being reallocated and the intent of the Act completely missed.

Senator SIMON. Mr. Cole, I'd be interested in your comment on this, my concern is that, number one, you lose a year's worth of funding if in the process a school district doesn't provide the services for these populations. And, isn't it also easier for a school district, States or whomever is providing services, to simply give you a paper report that they have done something for dislocated workers, when in fact almost nothing has been done?

Mr. COLE. Sure. I think the problem is—again, I would put the focus on demonstrated outcomes and performance of the program—and the problem is when you start up, your first year, and you have an application for funds, you have to say what you are going to do, but there is no history in a sense of what you have done. I don't think that that accountability can kick in until you have gone through a cycle, whether it is a two-year or three-year plan cycle. Once you have that, and the plan says that in this region or whatever, we are going to accomplish these things vis-a-vis these populations or these innovations and programs, and that is what our goal is, then when it comes time to reauthorize the funding into that given area, whether it is an LEA or something else, the degree to which they are going to be able to get funding in the second and subsequent cycles will be the degree to which they have been able to accomplish what it is that they said they were going to accomplish.

The Federal role is to drive that system. The State role is to make sure that it is one that is well-coordinated. But the decision-making really has to be done at the local level. It is in the regions and the school boards and the counties where that has to happen. So that bottom-up strategy, they know their labor market trends, they know their populations, they know their student populations, and they would then, in a very coordinated and articulated way, bring all those players to a table and say here are our employment needs, here are the populations, here is the kind of program that we have to have that is going to bring together secondary, postsecondary, vocational education, job training programs, how the PICs are going to become involved in this, and it is going to be labor market-sensitive—not necessarily driven, but sensitive—and this is what we are going to do here. And then when it is time, in three years or whatever the cycle is, for them to submit their subsequent plan, then it could be a State responsibility to measure and ask well, how well have you done what you said you were going to do—without telling them what they are going to do.

So I think again it is the focus from just looking at paper and just looking at formulas to focusing on outcomes and holding people accountable for it. I think this system would work quite well.

Senator SIMON. Mr. Oglesby, I was frankly a little amazed—we have been holding hearings on JTPA, and we are going to be marking up the JTPA bill this coming week—you say more than 52 percent oppose requiring greater coordination with the Job Training Partnership Act program at the local level.

The sentiment we have heard has been just overwhelmingly in support of greater coordination.

Mr. OGLESBY. Senator, I think the intent there is to coordinate JTPA with vocational education, rather than vocational education with JTPA.

Senator SIMON. I'm not sure I followed that little twist there.

Mr. OGLESBY. Well, the twist there is that vocational education and the allocations through this committee and the Perkins Act is a substantial thing, and it has been supported over a number of years by a number of people. We believe that that is the substantive point, and that the JTPA should be coordinated with vocational education, rather than the former.

Senator SIMON. Well, let me put it this way—for example, you are familiar with the PIC Councils.

Mr. OGLESBY. Yes, sir.

Senator SIMON. Why shouldn't we have somebody from vocational education on those PIC Councils?

Mr. OGLESBY. There is no problem with that as long as some persons have an understanding and can work with those persons that are on the vocational education council, also.

Senator SIMON. The criticism we get is that here is the JTPA program operating over here, and here is a vocational education program operating over there—they are living in two different worlds. We have got to get these worlds to face each other and work together.

Are there any comments from any of you on that?

Mr. COLE. I think, Senator, you raise a very important issue. The problem is that if you have a couple of vocational education-oriented people on a JTPA council—they might be three or five of 50, and so there is no guarantee that they are going to have any power there or that they may have their voice heard.

What we need is a planning process that enhances and guarantees the influence of those, and I think the dual——

Senator SIMON. I am not talking about the overall—I am talking about the local council.

Mr. COLE. I understand. You can take the same concept of State councils and have those replicated—whether or not you want to do that, mandate local councils, we ought to talk about that—but what is important is not just putting people together in the same room, but mandating a planning process where the vocational educators in the given area and the PIC people in the given area sit down around a table and talk about how we can cooperate and coordinate a service delivery plan for those people, whether they are youngsters or they are dislocated workers or displaced homemakers, in a way that eschews turf wars. The way to do that is to say you, before we will give you the money, have to come up with a common plan that you'll all buy into, and you are going to be held accountable to that; and in fact it is the planning process that drives coordination, not necessarily a structural process. So I think if we can look at the legislation that says that you have to come up with a common plan, in a given region or county or State, and that the funds are not going to flow until you are able to do that, and you sign off on that, and then you are held accountable to it, I think again, as I said before, it is outcome-driven and would have the kind of power to accomplish what I think you want to accomplish.

Senator **Simon**. Thank you.

Thank you, Mr. Chairman.

Senator **Pell**. Senator Jeffords.

Senator **Jeffords**. Thank you, Mr. Chairman.

First, I have a statement that I would like to put in the record in is entirety as if read.

Senator **Pell**. Without objection, it will be inserted in the record.

[The prepared statement of Senator Jeffords follows:]

Prepared statement of Senator Jeffords

Mr. Chairman, thank you for calling together this hearing. I am anxious to hear from our witnesses today. It is always good to hear from you, the "experts" on vocational education. As you know, I have been a longtime proponent of vocational education, but it is nearing five years since the last reauthorization—it is due time to hear from you again on this very important issue.

Without a doubt, the vocational education act is one of the most important and far reaching Federal education programs. But, as the Congressional Quarterly aptly puts it, "Vocational education has been the 'latchkey' kid of the Federal government's family of school aid programs, fending for itself with only the bare essentials of survival."

Those most likely to benefit from its methods—students considered unlikely to pursue a traditional college education—have been dubbed "the forgotten half". They rely on a portion of the Nation's education system that has been largely left behind by the back-to-basics reform movement of the past decade.

However, this is the program that targets the disadvantaged and that provides many with the hope and opportunity to acquire skills necessary to compete in today's workforce.

Just this month, I held a hearing in Vermont to ask my State what it saw as important issues surrounding reauthorization of vocational education. I heard a lot of people with a wide range of ideas, but some concerns were consistently reiterated.

Vermont has seen a 25 percent vocational-education enrollment reduction. Furthermore, it is costing Vermont $8,000 per year per student for approximately two hours of meaningful vocational-education school time each day. Asked what to do to reverse this trend a number of ideas were put forth.

First, industry was encouraged to take an active role in vocational education if the system was to survive. A number of witnesses indicated that industry has not been encouraged to devote enough time and money to the vocational education effort to ensure that the graduates have the skills needed to pursue worthwhile careers. I heard that all too often vocational-education courses and faculty were "out of touch" with today's industrial realities.

Second, witnesses advocated a change in curriculum to reflect the needs of industry today and in the future. This would include a much stronger emphasis on the basic skills such as written and verbal communications as well as math.

Also, the stigma associated with vocational education was seen as a barrier. Too often, I was told, society looks at vocational education as the dumping ground for those students who do not desire to go on to college. This attitude must be changed.

And finally, the last thing I heard was that money alone was not the answer. The return on the investment is the important result; and we must do a much better job at establishing the desired results.

I think it is fair to say that the desired results are too keep this Nation competitive in the world. To produce a workforce that can keep step with the ace of today's technology. As automation spreads, companies need smarter, more flexible employees who can perform a variety of tasks, from installing and monitoring to reprogramming.

It is during reauthorization that I hope we can make these changes. The bill must adapt old-line vocational education thinking to the modern era of rapidly changing technology advancement and challenges.

I am therefore anxious to hear from you who work with these programs, understand the needs, perceive the situations and know the students from first hand experience. Your work is what keeps the programs successful and your suggestions will enable the program to remain successful and competitive.

Senator **Jeffords**. I'd just like to bring out that I held a hearing in Vermont and I heard testimony from New Hampshire, New

York and Vermont, and I would just like to bring that to your attention. There was some very interesting and good testimony there which was sometimes at odds with the panel here.

An area that I asked questions to them on and would like to bring to your attention to is, five years ago during the reauthorization that we had, we found that we had serious problems. We were training for too many jobs that were not available; we had a lack of coordination and cooperation, which you were just talking about; we had serious problems of funding for equipment that was necessary, etc.

From reading the House bill, I get the impression that they are not exactly happy that changes are not needed at this point. They found, as I believe, a serious image problem with vocational education. They changed the Act to applied technology education amendments. I believe the evidence that we saw in Vermont would indicate there is a problem with image and status, where there is too much emphasis on four-year schools, colleges, and too little status attached to good, qualified, skilled labor, and that vocational education is slipping in communities. In my community in particular, the school has an image of being a place you put somebody that cannot hack it in the normal academic sectors—with and all of these problems. The flavor I got from you was that things are pretty good, we don't need to do much.

I would like to ask you all what has happened in the last five years in your estimate as to what improvements we have made in these very serious areas of our vocational education schools.

Mr. Cole. Well, I think it is a mixed bag. I do not agree with those who say that image is everything, and this is a problem. I think the American auto industry in the late Sixties and Seventies said all we have to do is not hire new engineers and compete, but if we have better ads on TV and improve our image, we are going to sell more cars. They were whipped because they focused on that.

Quality will drive image, and I am not so concerned about the image. If we have the kind of vocational education program that is going to prepare workers for the jobs of the future, then the image, I think, will take care of itself. I think sometimes we get the image cart before the horse.

Senator Jeffords. Question: Do we have schools right now that have a positive image?

Mr. Cole. I think we do. I think there are a number of excellent examples. The AFT Vocational Education Committee, for example, used to always meet in Washington. We decided a number of years ago to move around the country and to visit sites—we have been to Minnesota, we have been to Connecticut, we have been to New York City, we have been everywhere else—to look at model programs. I think there are a number of levels. If you look at the one State I know best, for example, at restructuring elementary and secondary vocational education, I think New York is an absolutely outstanding model, and I would invite you to examine that to see what a legitimate State role can do and how vocational education can be entirely restructured so it can prepare youngsters for jobs of the future, not of the past.

There are some excellent examples of Two-Plus-Two programs all around the country that are excellent. There are some very, very excellent secondary vocational programs that people do not know about. I recently chaired a task force on the future of our BOSEs, our area technical schools in New York State, and found that there were absolutely no programs there, CADCAM systems and everything else, but they were being very under-utilized because people did not know about these systems.

Senator JEFFORDS. I am pleased with the New York testimony. Let me ask the other panelists what their perspective is from their knowledge in their areas.

Dr. ADAMS. Senator, all is not well in vocational education, and certainly some of the intent of the Perkins Act has not been met. We think that some of that has been as a result of the way in which the funds have been made available for State and school districts to utilize these funds.

Image in itself will not be changed by changing the name. It might help, and there may be things that can be done, but quality and quality programs is what drives image.

I think what the committee needs to be concerned with is the basic skills, the vocational skills, and work attitudinal skills. We have to take the students we get from where they are. In some cases—you indicated that in one area the local vocational school is becoming a dumping grounds—what we need to do is ensure—and I think you can do that as part of reauthorization—that the students in vocational programs are getting the vocational skills or technical skills they need, basic skills, and work attitudinal skills. They are the three things that have to be key ingredients. If we could ensure that, and I think the programs that are doing that are quality programs, and there are many of those across the country. The programs where that is not occurring, students are not benefiting, and that is what we have to address.

That in itself would go a long way to addressing the image problem, more than name change.

Senator JEFFORDS. Mr. Oglesby.

Mr. OGLESBY. Senator, I want to first try to represent all of the school boards and school board members across the country and say that there are some school districts in the country that are doing very well with vocational education, that there are no image problems, that the programs that are being offered are state-of-the-art, that the equipment and facilities are state-of-the-art, but also in some others there is a problem in terms of addressing the needs of those students and the image that they participate in a program that has less than a first-class opinion of people about it.

Any time that former Secretary Bennett wanted to find something bad to say about education, he would go to the three largest school districts in the country, and he could always find something in there that was not working right and some programs that were not meeting the needs of the students in there.

I think as we try to make some corrections—in my testimony I recommended that we make some significant changes in the Perkins Act, and hopefully, the changes that we make can address the need of the image as well as providing some of the services that are needed by a significant number of our population that needs to get on the tax rolls and start paying some taxes.

Senator JEFFORDS. Thank you, Mr. Chairman.

Senator PELL. Thank you very much indeed. I thank the panel very much for being with us.

We now come to the second panel: Mrs. Deborah Arrindell, Director of Public Policy, Wider Opportunities for Women; Ms. Caroline DeRita, a parent from Wakefield, RI, on behalf of the Council for Exceptional Children; Mr. Thomas Bass, State Supervisor of Educational Programs, Virginia Department of Rehabilitative Services in Richmond, VA; and Mr. Glen Donaldson, Assistant Director, Region 3, Correctional Education Association, and Vocational Coordinator, Illinois Department of Correction, Vandalia, IL.

Welcome, and in view of the fact that she is from Rhode Island, I'd like to ask Ms. DeRita to lead off.

STATEMENT OF CAROLINE DERITA, PARENT, WAKEFIELD, RI, ON BEHALF OF COUNCIL FOR EXCEPTIONAL CHILDREN

Ms. DERITA. We thank the distinguished chairman and the members of the Senate Subcommittee on Education for the opportunity to testify regarding reauthorization of the Carl Perkins Vocational Education Act of 1984.

We constitute an ad hoc coalition on vocational education for citizens with disabilities, a coalition that is deeply concerned that we take the appropriate directions in this important reauthorization.

Our coalition represents the broad range of organizations deeply invested in preparing citizens for disabilities in the world of work. There are 23 organizations listed.

At this time, Mr. Chairman, we would like to request the full text of our statement be included in the hearing record.

Senator PELL. Without objection, it will be done.

Ms. DERITA. Thank you.

Mr. Chairman, I am Caroline DeRita. There is a severe unemployment crisis for American citizens with disabilities which must have the priority attention of the Nation.

According to the U.S. Census Bureau, if you are a male with a disability, you participate in the Nation's labor force at the rate of 42 percent. In other words, only 42 percent of all working-age males with disabilities work either full- or part-time. Compare that to the fact that all males participate in the Nation's labor force at a rate of 87 percent.

If you are female with a disability, you participate in the Nation's labor force at a rate of 24 percent—in other words, 24 percent of all working-age females with disabilities work either full- or part-time. Compare that to the fact that all females participate in the labor force at a rate of 70 percent. Both males and females with disabilities are more than twice as likely not to be working.

There can be little doubt that people with disabilities experience the worse unemployment rate of any segment of the population. A core reason for these crisis unemployment levels is the lack of necessary skills and the corresponding skill training for individuals with disabilities. Clearly, vocational education is and must remain a primary vehicle in the continuing effort to reverse these statistics.

Permit me to make a brief summary of some of the major points of our testimony.

From the information that we have been gathering by example and survey, we at long last have concentrated indication that progress is being made for students with disabilities in vocational education. We thank this committee for the actions which it took in the last reorganization, and we ask that you strengthen the provisions of the existing law.

One, the Coalition seeks the strongest possible language toward guaranteeing access to full participation in vocational education for students with disabilities.

Two, as we did in the House, the Coalition strongly supports the continuation of set-aside of vocational education funds which provide needed fiscal support.

Mr. Chairman, when progress is at least being made, it would be the worst possible time to scuttle the earmark of funds.

Three, the Coalition believes there should be a coordinated set of local program requirements for both program quality and equality, which all local recipients of basic grant funds should meet.

Four, the Coalition believes that the 50/50 match of State and local dollars with Federal dollars under a set-aside should be maintained. If the match is too tough for a locality, it should be met by the State or jointly by State locality.

Five, the Coalition urges that provisions of interagency agreements and coordination of services be continued and strengthened.

Six, the Coalition urges the Congress to preserve the funding integrity of individualized or specialized service delivery systems—vocational education, the JTPA, and vocational rehabilitation. In that context, we endorse the testimony being submitted today by the National Rehabilitation Association.

I would like to make a few personal comments.

I am the mother of six children, and three of them have handicaps. I have been in the community, and my daughter has gone to vocational education classes for food preparation and is now working at the University of Rhode Island. I believe if the set-asides were discontinued, she would not be where she is today. She is working, and she is paying taxes, and I think that is what we want for all handicapped citizens—and I think they can do it.

Thank you.

Senator PELL. Thank you very much, Ms. DeRita.

[The prepared statement of Ms. DeRita follows:]

Statement of

An Ad Hoc Coalition on Vocational Education for Citizens with Disabilities

to

The Subcommittee on Education, Arts and Humanities

of

The United States Senate

with respect to

Reauthorization of the Carl D. Perkins Vocational Education Act of 1984

July 21, 1989

Presented by:

Caroline DeRita, Parent
Wakefield, Rhode Island

On behalf of:

The Council for Exceptional Children (CEC)
CEC's Division on Career Development

American Association for Counseling and Development
American Association of University Affiliated Programs
American Association on Mental Retardation
American Foundation for the Blind
Association for Children and Adults with Learning Disabilities
Association for Retarded Citizens
Center for Law and Education
Council of State Administrators of Vocational Rehabilitation
Epilepsy Foundation of America
International Association of Psychosocial Rehabilitation Services
National Alliance for the Mentally Ill
National Association of Protection and Advocacy Systems
National Association of State Directors of Special Education
National Association of State Mental Retardation Program Directors
National Association of Vocational Education Special Needs Personnel
National Head Injury Foundation
National Mental Health Association
National Rehabilitation Association
Spina Bifida Association of America
The Association for Persons with Severe Handicaps
United Cerebral Palsy Associations, Inc.

We thank the distinguished chairman and the members of the Senate Subcommittee on Education for the opportunity to testify regarding the reauthorization of the Carl D. Perkins Vocational Education Act of 1984. We know that you extended the original invitation to testify to The Council for Exceptional Children (CEC), and we very much appreciate your allowing us to appear as a group of organizations which includes CEC. We constitute an ad hoc coalition on vocational education for citizens with disabilities, a coalition that is deeply concerned that we take the appropriate directions in this important reauthorization. Our coalition represents the broad range of organizations deeply invested in preparing citizens with disabilities for the world of work.

Unemployment

Mr. Chairman, there is a severe unemployment crisis for American citizens with disabilities which must have the priority attention of the nation.

According to the U.S. Census Bureau, if you are a male with a disability, you participate in the nation's labor force at the rate of 42 percent. In other words, only 42 percent of all working age males with disabilities work either full or part-time. Compare that to the fact that all males participate in the nation's labor force at the rate of 87 percent. If you are a female with a disability, you participate in the nation's labor force at the rate of 24 percent. In other words, 24 percent of all working age females with disabilities work either full or part-time. Compare that to the fact that all females participate in the labor force at the rate of 70 percent. Both males and females with disabilities are more than twice as likely not to be working.

Supporting these findings was a Harris Poll published in 1986 which determined that 2/3 of all working age persons with disabilities were not working.

The sadness of this situation is that this need not be the case. The same Harris Poll that told us that 2/3 of all working age people with disabilities weren't participating in the work force also told us that the vast majority want to work.

There can be little doubt that people with disabilities experience the worst unemployment rate of any segment of the population. And a core reason for these crisis unemployment levels is the lack of necessary skills and the corresponding skill training for individuals with disabilities. Clearly, vocational education is and must remain a primary vehicle in the continuing effort to reverse these statistics.

We also have information on the pressing need through data gathered annually under the federal Education of the Handicapped Act. In the Tenth Annual Report to the Congress on the Implementation of the Education of the Handicapped Act, data indicates that for all exiting students with handicaps aged sixteen or over, vocational services commanded the greatest percent of services needed by transitioning special education students.

In General

We understand that this subcommittee would like to take a totally fresh look at the federal role in vocational education, and we applaud that objective. In that spirit, we will today present the major features relating to students with disabilities which we believe should be included in any revised legislation.

May we say at the outset that we have been appearing before the Congress, either as a group or as individual organizations, over many years to offer three basic concerns (which remain our concerns today):

1. That vocational education, whether occupationally specific or geared to prepare for further training, is a crucial need for many students with disabilities.
2. That too many of these same students still do not have that opportunity.
3. That too many of the program offerings to which they do have access do not adequately place them on the road to the world of work, i.e. students with disabilities have too often not been participants in such programs as cooperative education, apprenticeship programs, and merchandising and technical programs.

Full Participation

Due to the shutdown of the Vocational Education Data System (VEDS) in the early 1980s, despite clear information requirements in the 1984 Perkins Act, we do not have comprehensive data on the number of students with handicaps being served in vocational education, nor on the quality of the programs in which they are participating. However, from the information that has been gathered by sample and survey, we at long last have indications that progress is being made. (Examples of sample and survey include a special study in the National Assessment and high school transcript studies supported by the Office of Special Education Programs, U.S. Department of Education.)

The coalition seeks the strongest possible language toward guaranteeing access to and full participation in vocational education for students with disabilities. Specifically, we recommend that the intent of P.L. 94-142 (The Education for All Handicapped Children Act), namely, the right to an appropriate education (including vocational education), and the intent of Section 504 of the Rehabilitation Act of 1973, namely, the right to equal access to programs (including vocational programs) be clearly and precisely stated in the vocational education statute.

More specifically, the statute should require that, for students with disabilities having a vocational education component in their individualized education programs (IEP), vocational education should provide the necessary program. Correspondingly, the statute should state that, for students with disabilities who do not have IEP's (not in special education), all the rights and protections of Section 504 should be afforded to them. The other basic rights and protections of P.L. 94-142 and Section 504, examples being due process and programming in the least restrictive environment, should also be stated in the law.

The U.S. House in their bill, H.R. 7, has made a critical breakthrough in the direction just recommended, and we applaud them for their action. However, we urge the U.S. Senate to strengthen these requirements through more precise delineation.

Further, we believe that the law should spell out what constitutes full participation, important examples being: coordinated vocational planning for each student involving special education, vocational education, and rehabilitation personnel; supplementary aids and services; adapted curriculum, instruction, equipment and facilities; appropriate guidance, counselling and career development activities, and access to the full range of vocational education programs, including occupationally specific courses of study, cooperative education, and apprenticeship programs.

Some of these provisions are contained in existing law, namely in the current Section 204 of the Perkins Act, titled "Criteria for Services and Activities for the Handicapped and for the Disadvantaged." And again, the U.S. House in H.R. 7 has improved upon the scope of these provisions.

The Set-Aside of Funds

As we did publicly in the House, the coalition strongly supports the continuation of the earmark of vocational education funds to provide needed commitment and fiscal support for full participation of students with disabilities in vocational education.

We believe that the Congress created the set-aside because it felt the strongest possible statement of commitment to both equity and quality of programs for students with disabilities in vocational education was needed. The unemployment statistics alone literally cry out for continuation of that statement. Without inclusion of a set-aside, all previous provisions have proven inadequate unless packaged with a set-aside.

In the absence of national data during the period since enactment of the Perkins Act, we have surveyed involved individuals across the country - parents, professionals, and advocates - on the issue of the set-aside. The vast majority report that concrete progress is now being made in serving youth with disabilities, and that the set-aside has been an important tool in providing fiscal leverage at both the state and local program levels. They applaud tougher provisions for access and quality as part of this reauthorization, but they maintain that the earmark is still needed in conjunction with these tougher provisions.

Experts across the country observe that it would be inadvisable to remove the set-aside at the very time that this tool, in conjunction with the other provisions of the Perkins Act, are finally working effectively on behalf of students with disabilities in vocational education. In fact, many foresee seriously regressive consequences if such a removal occurs.

We observe that the American Vocational Association is calling for retention to the set-aside. We further observe that the President's Committee on Employment of People with Disabilities has called for retention in its report titled: "Special Report: An Examination of the Impact of the Carl D. Perkins Vocational Education Act of 1984 on Our Nation's Citizens with Disabilities." The same endorsement for continuation has been conveyed by the National Association of Vocational Education for Special Needs Personnel (NAVESNP).

These three organizations are deeply involved at the grass-roots level in the issues of what works and does not work in vocational education. They are directly involved in the vocational training of students with special needs. Surely we should heed their unanimous voice calling for continuation of the earmark.

After House passage of H.R. 7 without a set-aside, we surveyed involved individuals across the nation with the question: What would be the impact of H.R. 7's tougher access language, but no set-aside? The response: The set-aside must still be retained.

In that context, we cannot improve upon the words of Charles Buzzell, Executive Director of the American Vocational Association, in his thoughtful document titled: "Critical Issues in Reauthorization."

> "H.R.7s funding formula abandons the concept of set-asides for disadvantaged and handicapped populations. Authors of the legislation felt that a funding formula targeting funds to the poorest school districts and schools, coupled with requirements that the recipients of these federal funds assure that disadvantaged and handicapped students are being served, would make set-asides unnecessary. Its more likely outcome will be to compromise disadvantaged and handicapped students' ability to access and succeed in quality vocational education programs.
>
> "Set-asides are a brilliant federal strategy. They are intended to reserve a portion of the federal investment to be used only to provide special services to students who by virtue of their handicapping condition or academic deficiency are unable to participate in regular vocational education programs.
>
> "For example, a deaf student would have special funds "set-aside" to purchase a hearing aid or get an interpreter so that participation in a regular electronics program would be possible. This money could only be used to treat the effect of the handicapping condition, which was preventing full participation. If a student were academically disadvantaged, for example reading three years below grade level, funds could be used to provide remediation to bring up the student's reading level and provide access to the regular vocational programs.
>
> "Once H.R. 7 funds reach the local level, they may be used for anything related to vocational education. With set-asides eliminated from the legislation, special funds to meet the needs of disadvantaged and handicapped students to prepare them to participate in vocational education programs will be in competition with all the other pressures facing school districts for the limited vocational funds. This list is endless, including pressures for ... new teachers .. salaries for current staff ... new textbooks ... new equipment ... remodeling ... technological upgrading ... new curricula.
>
> "Where will the student who needs an interpreter rank in this list? The result will be that fewer handicapped and disadvantaged students will be provided the special assistance they need to succeed in vocational programs.
>
> "Rep. George Miller (D-Calif.) sees the danger of this strategy clearly:

> '[The] assurances contained in the bill will be meaningless unless they are implemented and monitored closely by the federal, state, and local governments. Merely counting certain groups ... for the purpose of driving the federal funds to the local level ... does not guarantee that those populations will be served with that money. For too long, I have seen the poor and the handicapped counted for funding purposes, only while the actual use of the money was targeted for other groups.'
>
> "Assurances may not be sufficient. Set-asides are needed. They protect the funds required for special services for those students who have historically been unable to access regular vocational education programs because of their handicap or academic deficiency. Technical assistance and fine-tuning can take care of any problems that have resulted from the current Perkins Act provisions. But without the basic set-aside mechanism, the disadvantaged and handicapped students who should be in vocational education programs may well get lost in the shuffle of competing local needs. There's been too much of that in the past to believe it will not happen again.
>
> "We are going to need the skilled hands and minds of every American to keep the engines of our economy running in the coming decade and beyond. We cannot spare the talents of disadvantaged and handicapped learners. H.R. 7 agrees with that. But it misses the mark when it doesn't assure that these future workers will have special funds reserved to pay for the support services that will enable them to develop to their full capacity."

There are those who have asserted that the set-aside does not work because of aspects of the mechanism which are deemed to be weaknesses, for instance, the amount of the grants being too small. Actually, none of these critics have effectively countered the essential value of the set-aside itself. We believe that if there are aspects of the set-aside mechanism that require improvement, then let us make those improvements. But such difficulties, all of a marginal and correctable nature, should not lead to "throwing the baby out with the bath water."

It is worth noting that states and their local recipients who deem the local grants under the set-aside to be too small can take action to remedy that situation on their own. For instance, Connecticut requires that those receiving less than $1000 must consolidate their award with other recipients. In Illinois, the local recipients have been organized into 61 regions for funding purposes. In any event, a further option on this issue would be a requirement in this reauthorization that there be a consolidation of grants along the Connecticut model. Again, this problem does not lead to the conclusion that the set-aside "isn't working."

The Council for Exceptional Children has done a telephone survey of the states of all Senators on this subcommittee to review the operation of the set-aside. CEC has asked such questions as: Are the local programs monitored at the state level? What are the funds generally being used for? Is the set-aside viewed as an effective vehicle for supporting programming for students with disabilities? Responses to these questions indicate a most encouraging situation in 80 to 90 percent of the states surveyed from the standpoint of both management and effectiveness. CEC would be glad to share its findings with Senators and their staff.

Finally, on the issue of the set-aside, we have observed that those who are seeking the removal of all set-asides seem to be suggesting that such earmarks are not compatible with future directions in the federal role in vocational education. Permit us to point out that we also maintain a keen interest in the overall directions of vocational education; that we also seek reform, innovation and general improvement that will benefit all students in vocational education. We also want the best-trained, most highly competitive work force internationally to be the American work force. We reject the suggestion that a continuation of the earmark will somehow undermine these objectives.

In fact, we believe quite the contrary to be the case. The set-aside will help us to have the best-trained, most highly competitive work force internationally composed of American citizens with disabilities.

Activities Supporting the Set-Aside

The set-aside could be made more effective if there were a much greater commitment to essential underpinnings. Therefore, we support the strongest possible federal commitment to the promotion of technical assistance to program providers, comprehensive pre-service and in-service training across the involved professional disciplines, essential interagency collaboration across legal authorities and attendant programs and systems, and comprehensive data collection regarding participation, quality of participation, and outcomes.

We would emphasize that there is a critical role at the state level in providing leadership in these activities, and a corresponding need for greatly increased federal leadership and guidance. We urge the Senate to strengthen the provisions in the law in these areas, and we will work with the subcommittee in that endeavor.

Program Quality

The coalition believes that there should be a coordinated set of local program requirements integrating both program quality and equity, which all local recipients of basic grant funds should meet, regardless of the particular source of funds. This is necessary in order to assure that federal dollars are not used, on the one hand, to improve the quality of programs to which special populations are then denied effective access or, on the other hand, to improve access to programs of low quality. This is not incompatible with a set-aside which provides recipients with some of the funds needed to meet the extra costs of serving special populations in those quality programs. State and federal provisions should then be designed to facilitate full local compliance with those requirements.

A key element of the requirements for program quality should be providing vocational students with strong experience in and understanding of all applicable aspects of the industry they are preparing to enter (including planning, finance, management, finances, technical and production skills, underlying principles of technology, labor and community issues, and health, safety, and environmental issues), together with strong development and use of basic and advanced academic and problem-solving skills in the vocational setting. The "all aspects of the industry" focus is necessary in order to build an occupational basis for academic skills, avoid the channeling of students with disabilities into narrow career horizons, provide the transferable skills needed to deal with technological change and shifting labor markets, and allow students to contribute to community development, particularly in communities where the existing labor market demand does not provide enough good jobs.

The IEPs of students with handicaps should provide for the special services these students need to master the elements of a quality program unless valid assessments provide clear evidence that the student is not capable of fully mastering those program elements, in which case the IEP should provide the services which will assist the student to master those elements to the greatest extent possible. In addition, it should be made clear that the program quality requirements are recipient obligations and are not to be used as barriers to admission to programs.

Match

The coalition believes that the 50-50 match of state and local dollars with federal dollars under the set-aside should be maintained. Vocational education overall has realized approximately eight state and local dollars for every one federal dollar. Surely a "dollar for a dollar" can be realized to support the special needs of students with disabilities. Some have made the contention that the match is too tough, and federal money has been returned. First, only a relatively small number of local recipients have returned money. Second, under existing law, if the local recipient can demonstrate inability to meet the match, then the state is required to meet the match. No money should have been returned if required state and local interaction had occurred.

Further, the coalition believes that set-aside funds should continue to be restricted in use to the provision of support for the adaptation of vocational programs so that students with disabilities are accommodated; in other words, continue to be used for the so-called "additional costs." Thus, the set-aside is able to provide major support for such components as curriculum modification, equipment modification, classroom modification, supportive personnel, and instructional aids and devices.

Joint Monitoring

Because of the necessary and fully appropriate interaction of Part B of the Education of the Handicapped Act (also known as P.L. 94-142) and the federal vocational education statute, the coalition believes that there must be joint monitoring of the participation of students with disabilities in vocational education by the special education unit of the state education agency and the state board for vocational education.

We believe that youth with disabilities will be better served if both vocational expertise and special education expertise are combined for monitoring activities. We also believe that such required joint monitoring will encourage greater collaboration between the two professional disciplines. The U.S. House has agreed to this need, and has included a joint monitoring provision in H.R. 7.

Interagency Coordination

The coalition urges that provisions for interagency agreements and the coordination of services be continued and strengthened. At the state level, provisions for detailed interagency agreements should exist between the State

Board of Vocational Education and the state agencies responsible for programs funded under the Rehabilitation Act, Job Training Partnership Act, the Education for All Handicapped Children Act, the Bilingual Education Act, and Chapter 1 of the Educational Consolidation and Improvement Act. Similar cooperative agreements should exist at the federal level and local level between the entities which administer these programs.

Among the various considerations for interagency collaboration should be the development of: common understandings of specific financial and programmatic responsibilities, common definitions, common planning cycles, coordination of transitional services, coordination of job development and job placement programs and services, and special provisions to assure that early intervention programs (e.g. career exploration for all youth with disabilities) are planned and implemented. The inclusion of these factors and language in the reauthorization legislation, to ensure that they be part of the cooperative efforts, will significantly improve service and transition from school to work for students with disabilities.

Studies have shown that cooperative agreements do improve service to students with disabilities, if there is a local agreement in place to implement the basic mandates spelled out in the federal and state level cooperative agreements. In addition, it is key that these agreements be formal, in writing, compliance assured by the state and that they be renegotiated about every three years. With regard to this last point, as services become more sophisticated, earlier cooperative agreements become outmoded and must be updated and expanded. However, these "cooperative arrangements" should not promote the commingling of resources among the different categorical programs which provide education and career development for students with disabilities (as distinguished from joint funding of particular programs). It is a further imperative that the entities addressed in this segment maintain their own distinct advisory councils to ensure the quality of their programs and service to the populations they are mandated by law to serve.

If we are interested in continuing and strengthening private sector involvement and membership in the advisory council structure, we must maintain separate councils. It is unrealistic to assume that private sector membership would have the time to learn thoroughly the details of seven or eight pieces of legislation and the operation of the authorized programs that any joint advisory council would require. Serious commitment to the concept of joint planning and coordination calls for facilitation of the interagency cooperation of each related program's administrative officials, but not the combining of the advisory councils.

State Matching Requirements

Under the House proposal (H.R. 7), Section 104 allows the "use of federal funds as matching funds under related programs."

We believe that allowing one federal program to be used as matching money for another federal program would be a thoroughly ill-advised change in federal policy. This would fatally erode the current contribution of state and local resources and abrogate the state and federal partnership. This would be done at a time when federal resources are extremely limited.

Furthermore, proposals which have surfaced to link, merge, or commingle federal and state funding for programs for people with disabilities with other "generic" education or employment programs, are extremely troubling. These proposals, if enacted, would weaken the effectiveness of these important separate categorical programs by blurring lines of responsibility, accountability, and eligibility.

With respect to rehabilitation programs, Section 104 clearly undermines congressional intent as expressed in the 1986 Amendments to the Rehabilitation Act. The amendments require that states increase the percentage of resources needed to "earn" federal rehabilitation dollars. We fully concur with our colleagues in the rehabilitation community who are testifying here today that the proposed Section 104 could reverse the fiscal progress being realized through that 1986 provision, and we wish to associate ourselves with their more detailed discussion of the matching and commingling issues.

In Conclusion

We urge this distinguished subcommittee, and ultimately the Congress of the United States, to incorporate the following critical objectives into the next version of the federal "Vocational Education Act":

1. Guarantee 'full participation' for students with disabilities.
2. Maintain and reinforce the 10 percent set-aside, with excess cost and matching requirement.
3. Strive to develop improved vocational education program quality that serves all students better, including students with disabilities.
4. Preserve the funding integrity of individualized or specialized service delivery systems (i.e. vocational education, JTPA, vocational rehabilitation).

We stand ready to assist you in every way possible in the development of this reauthorization. We thank you again for the opportunity to testify.

Senator PELL. Ms. Arrindell.

STATEMENT OF DEBORAH ARRINDELL, DIRECTOR OF PUBLIC POLICY, WIDER OPPORTUNITIES FOR WOMEN, WASHINGTON, DC

Ms. ARRINDELL. Good morning, Senator Pell, Senator Kassebaum and Senator Simon.

I am Deborah Arrindell, Director of Public Policy at Wider Opportunities for Women. WOW is a 25-year-old organization which works both nationally and in Washington, DC to achieve economic independence and equality of opportunity for women and girls.

I am also speaking to you this morning as chair of the Vocational Education Task Force of the National Coalition for Women and Girls in Education, which is comprised of more than 60 national organizations which are all committed to expanding educational equity.

I am not nearly as skilled as Ms. DeRita in presenting five-minutes, on-the-dot worth of testimony, so I am submitting my total statement for the record.

Both WOW and the Coalition have a long history of working to improve vocational education services for women and girls. We worked very closely with this committee during the authorization of Perkins in 1984, and we are very pleased to have the opportunity to testify before you today, and we look forward as you begin working on authorization in the Senate to work with you throughout this process.

For the past four years, we have very closely monitored the implementation of sex equity, single parent, and homemaker set-asides. We have found these programs to be enormously successful, and we believe that they are even more crucial in 1989 than they were when passed in 1984.

Certainly this committee is very well aware of the Department of Labor projections, which indicate that between now and the year 2000, fully two-thirds of the new entrants to the American labor force are expected to be women.

With those kinds of statistics supporting us, we believe that preparing women for the work force has indeed never been more critical than it is at this moment. Vocational education programs are a very important part of that equation.

But for too many women and girls, exposure to a broad range of skills has really not been built into their vocational education programs. Historically, vocational education has really contributed to and reinforced occupational segregation by sex, which continues into the labor market. Women and girls have been trapped into education and training for traditional female occupations, and currently 70 percent of female students in secondary vocational school programs are enrolled in programs that lead to traditional female jobs. This would probably not be such a problem were it not for the fact that overwhelmingly, these women work and live in poverty.

According to the Senate Budget Committee, 43 percent of women workers are employed in jobs that pay below poverty-level wages.

Assuring that women and girls have access to a broad spectrum of opportunities in vocational education is really essential to reducing this occupational segregation. For teen parents with few job skills, single parents on welfare trying to become self-supporting, displaced homemakers facing the job market for the very first time, and young women hoping to earn a living wage for themselves and their families, a vocational education program truly ought to offer a lifelong set of skills that can provide economic self-sufficiency in a changing labor market.

In our monitoring, as I pointed out to you, we found quite a bit of success. The data we have been able to gather on who is served by the sex equity programs really illustrates the need and the high demand for these programs. In a recent survey, the Coalition found that the single parent/homemaker programs were serving hundreds of thousands of women, and of those women a fully 80 percent of their participants had at least one dependent child; more than one-third had a child under the age of six—clear demand there for support services.

Nearly three-quarters of the women served in these programs had annual household incomes of less than $10,000.

Sex equity programs have also reached thousands of young women and girls. In every State, projects have been developed to overcome sex bias and stereotyping in vocational education. There have been teacher training programs, outreach, direct services to school districts, curriculum development, counseling, assessment and research.

Our organization has done very specific research that looked at California, Indiana, Illinois and Wisconsin. In all four of those States we examined in-depth, we found significant efforts being made to prepare women for nontraditional. Diverse strategies were employed across the States. We found a program in Illinois that was funded by Perkins to train women for jobs in the nuclear power industry. We found in California alone that they had been able to recruit more than 67,000 women.

Without continued Federal leadership and targeted resources, we believe that the special populations will not receive the vocational education services that they desperately need. Prior to the passage of Perkins, the National Institute for Education found that less than one percent of all State basic grant money was spent for displaced homemakers; less than two-tenths of all State and local matching funds went to these workers. That study concluded that the efforts were paltry and that they relied on symbolic gestures.

Similarly, when John Wirt, Director of the National Assessment of Vocational Education, testified before this committee, he pointed out that "few of the activities supported under the sex equity set-aside appear to be ones that districts and institutions would have undertaken on their own". This is particularly at the secondary level. Without Federal priorities and dollars, States could not afford to or might not choose to commit resources needed to reverse decades of discrimination.

Senator Pell. I thank you very much, Ms. Arrindell.

[The prepared statement of Ms. Arrindell follows:]

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PREPARED STATEMENT BY DEBORAH ARRINDELL

Good morning. I am Deborah Arrindell, Director of Public Policy at Wider Opportunities for Women (WOW). WOW works nationally and in Washington D.C. to achieve economic independence and equality of opportunity for women. WOW's work in the area of vocational education has included: training State Directors of Vocational Education on programs which work for women and girls; providing consultation and technical assistance to eight vocational education institutions and school districts to improve their services for women and girls; and researching and monitoring the implementation of the Perkins Act sex equity provisions in the states.

I am also speaking today as Chair of the Vocational Education Task Force of the National Coalition for Women and Girls in Education (NCWGE). NCWGE represents more than 60 diverse national organizations committed to expanding equity for women and girls in all aspects of education.

Both WOW and the Coalition have a long history of working to improve vocational education services for women and girls. We worked closely with this Committee during the authorization of the Carl D. Perkins Vocational Education Act in 1984 and are very pleased to be given the opportunity to testify before you today as you work to improve the vocational education system through reauthorization.

The Sex Equity Set-Asides

The passage of the Carl D. Perkins Vocational Education Act in 1984 marked the culmination of a three-year intensive effort to redesign the federal approach to vocational education. The result was a mandate that federal dollars be targeted to improve services to those populations traditionally under-served by vocational education programs. For women and girls, this redirection was a substantial victory.

Although earlier amendments to the Vocational Education Act had been designed with the intent of remedying sex segregation and stereotyping in vocational education, researchers and advocates alike found them to be too limited to have a substantial impact. In the development of the Perkins Act, a bi-partisan core of Congresspersons, working with women's employment and education activists, designed a more comprehensive approach. They developed provisions to strengthen sex equity requirements in vocational education and gained authorization for the largest set-aside of federal dollars for vocational training for women and girls in U.S. history. As enacted in 1984, the sex equity provisions of the Perkins Vocational Education Act sought to assist women and girls in overcoming access barriers to quality vocational programs, to provide greater avenues to employment and economic independence for those at the greatest risk of poverty, and to desegregate vocational programming leading to traditionally "male" occupations.

After four years of closely monitoring the implementation of the sex equity and single parent and homemaker set-asides, WOW and NCWGE believe strongly that these programs have been very effective and that they are even more crucial in 1989 than they were in 1984.

Women, Work and the Future

Preparing women for the workforce has never been more critical. As you know, projections from the U.S. Department of Labor and others indicate that between now and the year 2000, women will comprise nearly two-thirds of the new entrants to the American labor force; 80% of women ages 25-54 will be working. Ensuring that women have skills which can contribute to America's economic well-being and to the economic well-being of their families is imperative. Vocational education programs are one important component in this equation.

The future of the American economy depends on an increasingly better educated workforce. For the first time in U.S. history, a majority of all new jobs will require education or training beyond high school. Technology will alter the ways in which jobs are performed. An understanding of basic technologies, as well as analytical, problem-solving, math and communications skills, will be requirements for nearly every job.

However, for too many women and girls, exposure to a broad range of skills has not been built into their vocational education programs. Historically, vocational education contributed to and reinforced occupational segregation by sex in the labor market. Women and girls have been tracked into education and training for traditional female occupations, while men and boys have been trained for higher-paying trade and technical occupations. Currently, 70% of female secondary vocational school students are enrolled in programs leading to traditional female jobs. Females comprise only 13% of students in traditionally male vocational education programs. And, as dismal as these enrollment figures seem, they indicate a significant improvement over the past decade. Although the focus of vocational education for women and girls has shifted away from primarily preparing them for unpaid work in the home, it still too often prepares girls and women for low-wage, dead-end jobs in the "pink collar ghetto."

Women and the families they support are increasingly at risk of living in poverty. Without access to effective education and training, as well as support services, many women find themselves among the working poor. Dr. Diana Pearce of the Women and Poverty Project recently found that while 10% more women entered the labor force between 1975 and 1984, of this net increase, 60% entered as low-wage workers. According to the Senate Budget Committee, 43% of women workers are employed in jobs that pay below-poverty level wages (compared to 27% of men).

Assuring women and girls access to a broad spectrum of vocational education is essential to reducing occupational segregation by sex and a critical investment in our economic future. For teen parents with few job skills, single parents on welfare trying to become self-supporting, displaced homemakers facing the job market for the first time, and young women hoping to earn a living wage for themselves and their families, a vocational education program should offer a lifelong set of skills that can provide economic self-sufficiency in a changing labor market. This is a time to shore up vocational programs for women and girls and to build on the successes put in place since 1984.

Effectiveness of the Sex Equity Set-Aside Programs

Through our monitoring and research efforts over the past four years, we have learned a great deal about both the successes and problems in implementing sex equity programs in the states.

The data we have been able to gather on who is served by the sex equity programs illustrates the need and demand for them. In a recent survey of state sex equity coordinators, NCWGE found that the single parent/homemaker programs served an estimated 212,312 individuals in 1988 alone. In the states reporting, a full 80% of their participants had at least one dependent child--more than one-third had at least one child under age six. Nearly three-quarters of the women served had annual household incomes of less than $10,000 when they entered the programs; 41%

had incomes of less than $5,000. The demand for support services offered by the single parent/homemaker programs is high. States reporting indicated that 40% of their participants received personal counseling; 69% received career and educational counseling; 41% received pre-employment preparation services; 27% received life skills development services and all received referrals to additional services not provided directly by the programs. With their needs for support services fulfilled, single parents and homemakers were better able to enroll and succeed in vocational education programs.

The sex equity set-aside programs have also reached thousands of young women and girls. In every state, projects have been developed to overcome sex bias and stereotyping in vocational education, including teacher training, outreach, direct services to school districts, curriculum development, counseling, and assessment and research.

WOW's research findings on sex equity and single parent/homemaker programs implemented under the Perkins Act in California, Illinois, Indiana and Wisconsin demonstrate some of the progress that has been made in improving services to women and girls in vocational education. In all four states we examined in-depth, significant efforts were being made to prepare women for nontraditional jobs. Diverse strategies had been employed to train women for specific nontraditional occupations, to encourage girls to explore nontraditional careers, to link women to nontraditional role models, to promote linkages with business and industry, and to prepare women to enter apprenticeship programs. In California alone, from 1986-1988 sex equity activities helped to recruit and retain more than 67,000 students in nontraditional programs. In Illinois, one exemplary program funded by the Perkins Act trains women for jobs in the nuclear power industry. Numerous programs in these states have been designed to provide career exposure to nontraditional occupations for women and girls. Other programs provided women with the basic technical skills necessary to enter such occupations. One good example of this type of program is the model "pre-tech" center established in Wisconsin, which provides women with basic instruction in math, science, technical vocabulary, study skills, communications, and computer literacy, as well as in such upper level skills as computer applications. In addition to programs for students, thousands of teachers and staff have been trained to have a greater awareness of sex bias and stereotyping and to provide expanded vocational options to their students.

In the midwestern states and in California, program participant success stories highlight the importance of both education and training and the support services that help women get on their feet. Assistance with child care, tuition, transportation, books and supplies, and personal and career counseling has made a critical difference in ensuring access for single parents, homemakers, and displaced homemakers to vocational education programs that open the door to economic self-sufficiency.

Participants and program operators themselves have expressed an overwhelmingly positive response to the sex equity programs. During House consideration of H.R. 7 this past spring, NCWGE and the Displaced Homemakers Network received more than 3000 personal letters from across the country which illustrated how dramatically the programs funded by the sex equity set-asides had changed people's lives.

Clearly, the targeted education and training, support services, and exposure to nontraditional occupations provided by the sex equity and single parent/homemaker programs under the Perkins Act have been effective and continue to be critical to hundreds of thousands of women and girls across the U.S.

Program Quality

Equal access to vocational education programs, however, is insufficient in and of itself. Commitment is needed as well to quality vocational education for women and girls. In order for access to be a meaningful goal, it must open the door to an opportunity worth having. Equity of access and program quality must not be viewed as competing, but rather as complementary goals.

Employers tell us -- as do thousands of program graduates as they move into a demanding and competitive workforce -- that to learn an isolated set of skills is not enough. Today's workplace demands an understanding of all aspects of an industry and the ability to relate industry to the community. As workers face the prospect of changing jobs and careers several times over their work lives, they will require a portable set of basic skills and the capability to be able to learn new occupationally-specific skills. To prepare workers for this future, vocational programs must combine academic skills and problem-solving with occupational skills training.

The Need for Federal Leadership

Without continued federal leadership and targeted federal dollars, WOW and NCWGE believe that special populations will not receive the vocational services they need. Prior to the passage of the Perkins Act in 1984, a National Institute of Education study found that less than 1% of all state basic grant money was spent for displaced homemakers, support services for women seeking to enter nontraditional vocational education fields, and child care. Only 0.2% of all state and local matching funds went for these purposes. The 1981 study concluded that most states used "paltry sums," made only a token gesture towards providing services for displaced homemakers, and relied on "symbolic gestures," instead of providing real incentives for encouraging nontraditional enrollment. Similarly, John Wirt, Director of the

National Assessment of Vocational Education, testified before you on June 22 that "few of the activities supported under the [sex equity] set-aside appear to be ones that districts and institutions would have undertaken on their own, particularly at the secondary level." Clearly, without federal priorities, and dollars, states could not afford to, or would not choose to, commit the resources needed to reverse decades of discrimination against women in vocational education.

It took the combination of Congressional leadership and targeted federal funds instituted in the Perkins Act for most states to specifically address the special needs of women and girls. Simply put, with few exceptions, states did not take the initiative to serve women and girls in the past, even when such activities were encouraged. For this reason, we could not support proposals which eliminate or diminish the effectiveness of the sex equity set-asides. Any approach to vocational education which does not maintain a targeted, resourced program for sex equity with accountability at the state level will be a giant step backward for this nation's women and girls.

It is clear that the sex equity and single parent and homemaker set-aside programs have been effective and that the demand and necessity for such programs will continue to be strong. Few states had difficulty administering the program. Our challenge during the reauthorization process is to find ways to make these effective programs work even better. The House has already acted to strengthen many of the sex equity provisions. We are concerned, however, that at the same time that women are becoming ever more critical to our nation's workforce, the House bill (H.R. 7) diminishes the level of funding for sex equity.

Legislative Recommendations

As the Senate continues the reauthorization process, WOW offers the following recommendations, developed by the NCWGE Vocational Education Task Force:

1. **Reauthorize the sex equity provisions in the Carl D. Perkins Vocational Education Act, setting aside no less than the current 3.5% of the basic state grant funds for sex equity and no less than the current 8.5% for single parent, homemaker and displaced homemaker programs.**

Rationale: States have made exemplary use of Perkins funds to help women and girls obtain the skills needed to be productive in today's economy. As current and projected economic conditions mandate women's greater participation in the work force, it is increasingly important that federal employment and training programs be designed to meet their needs. States will continue to need federal leadership and support to institutionalize programs to improve vocational education for women and girls.

HR 7 provides for 10% of funds to be held at the state level for sex equity and single parent and homemaker programs, a decrease in funding for sex equity. We urge the Senate to increase or maintain current funding levels.

2. Require that the states distribute funds for both sex equity programs on a request-for-proposal basis.

Rationale: We have found that when funds are allocated by formula, some areas receive too few funds to use them effectively and guidelines on how the funds should be used are often not issued or are not enforced. The findings of the National Assessment of Vocational Education (NAVE) concur. Noting that the median award of the sex equity set-aside funds to school districts is $3,600 and that three-fourths of awards are for $9,400 or less, NAVE concluded that "most grants designed to promote sex equity are too small to carry out any but the most marginal activities." While single parent and homemaker set-aside allocations were larger, these too suffered from formula allocation. In many cases, the result of formula allocation at the state level is that the intent of the law is not fulfilled. Distribution of funds through a request-for-proposal process would ensure that the recipients of the funds receive enough money to implement the programs. In addition, this process would promote greater accountability for the use of funds by grant recipients.

3. Require that a full-time sex equity coordinator be

appointed to administer both programs. The sex equity coordinator should have full administrative authority over sex equity and single parent/homemaker/displaced homemaker program funds, including responsibility for: developing an annual plan for the use of funds based on the required needs assessment; managing the request-for-proposal process; distributing the funds; monitoring progress and evaluating outcomes for both sex equity programs. These responsibilities should be clearly outlined and assigned in the law as sex equity coordinator functions.

Rationale: At the state level, there has been debate and confusion regarding the meaning of the term "administer" with respect to the sex equity coordinators' responsibilities. For example, there is evidence that in some states, sex equity coordinators are excluded from decision-making processes about funding. In addition, they have had significant portions of their responsibilities "delegated" to other staff without their approval and without being given supervisory authority over such staff. Sex equity coordinators are seldom given access to adequate support staff to carry out their administrative duties effectively. Such practices serve to circumvent the sex equity coordinators' administrative authority and defeat the purpose of this portion of the Act.

The concept of administration must be clarified to ensure that quality services are delivered to the targeted population.

The measures we recommend would accomplish this objective.

4. Add language to the provisions for sex equity programs specifying that pre-vocational services and comprehensive support services be made available as needed to potential and current participants. Add clarifying language to include adult dependent care as an allowable support service.

Rationale: Some states have taken the position that pre-vocational services and support services such as child care are not allowable under the Act unless an individual is already enrolled in a vocational education program. This prevents many women from entering a vocational education porgram because they cannot receive the services they need to enroll. Some states have even precluded such services until a program participant has completed part of a vocational education program. In general, without pre-vocational and support services, many women are unable to participate at all.

Language in current law allows for child care, but not adult dependent care -- important for many mid-life and older women.

5. Require the Department of Education to conduct biennial oversight visits specifically to examine the implementation of the sex equity provisions. Based on findings from these visits, the Department of Education should provide technical assistance and/or require corrective action to address any violations. If

necessary, the Department should fund appropriate personnel to accomplish this provision.

Rationale: Our research in the states indicates that when the intent of the law is not being fulfilled in states, little or no action is being taken to correct the discrepancies between the intent of the law and the practices within states. As a result, we believe that this provision is necessary to document violations and to ensure that corrective action is taken.

6. Require that the General Accounting Office conduct a study to determine whether states are complying with the assurance that special consideration be given to displaced homemakers and those with the greatest financial need when using funds allocated for single parents and homemakers.

Rationale: Little evidence was found to suggest that states gave special consideration to displaced homemakers and those most in need. A GAO study would identify those states which are not in compliance with the assurance.

7. Require that the sex equity coordinator develop data collection procedures appropriate to the target populations being served by the two sex equity programs. The data collected should include information about program services and outcomes, as well as who is being served.

Rationale: This requirement will promote effective evaluation of both needs and services.

8. Strengthen the language in the sex equity provisions to ensure that the services under these programs can be provided by community-based organizations that have demonstrated effectiveness in serving the targeted populations.

Rationale: Community-based organizations are a natural point of entry for special populations and can provide the counseling, self-concept development and support services which are necessary to assist many women and girls in re-entering and completing an educational program. Strengthened language in the federal law would eliminate state practices of limiting or excluding community-based organizations from receiving vocational education funds. At the same time, requiring "demonstrated effectiveness" would help ensure that only those community-based organizations capable of effectively serving the targeted populations would receive funds.

9. Require that no portion of student financial aid received by a student be counted as income or resources in determining eligibility for any other assistance program funded in whole or in part by federal dollars.

Rationale: Under current law, the Food and Nutrition Service (FNS) counts student financial aid administered through Perkins Act Title II-A as income in determining eligibility for food stamps. In addition, FNS penalizes single parents who are less than full-time students by counting their supplemental child care and transportation monies against their food stamp allotment. The result is that financially disadvantaged single parents are forced to choose between a decrease in their food stamp allotment and attending their local community college. This conflict is contrary to the Perkins Act stated purpose of bringing more women into the vocational education system.

The Perkins Act sex equity and single parent/homemaker programs have already begun to make a difference in the lives of millions of women and girls. As you work to improve vocational education, we urge you to strengthen the sex equity programs. WOW and NCWGE stand ready to assist in these efforts in any way possible.

Senator PELL. Mr. Bass.

STATEMENT OF THOMAS E. BASS, JR., STATE SUPERVISOR OF EDUCATIONAL PROGRAMS, VIRGINIA DEPARTMENT OF REHABILITATIVE SERVICES, RICHMOND, VA, ON BEHALF OF NATIONAL REHABILITATION ASSOCIATION

Mr. BASS. Thank you, Senator Pell.

Senator Pell, members of the subcommittee, the National Rehabilitation Association is a membership organization of approximately 20,000 people nationwide. Our main focus and concern is to see to the rehabilitation of person with both physical and mental disabilities.

NRA appreciates the opportunity to come here today and to address some concerns that we have concerning the reauthorization of the Carl Perkins Act.

We have submitted written testimony to you which I ask be entered into the record in full.

Senator PELL. So ordered.

Mr. BASS. Thank you.

I would like to emphasize several points of that written testimony and then deviate if I may and give you some personal experiences in my day-to-day work with both local and State-level vocational educators in Virginia.

NRA is aware that this subcommittee intends to reauthorize the Perkins Act on its own, not simply amend H.R. 7, the House-passed measures. We do have two concerns, however, with that measure that I would like to speak with you about.

One of those is the sharing of resources among several employment projects. We have a deep concern about this because we feel that this will erode the moneys for vocational education that come to us under the Rehabilitation Act, and therefore that eligible persons will not be served as well as they would be without the shared resources.

We also have a great concern about the super council that has been mentioned earlier. We feel that this would act as a political agenda item, perhaps, for either a governor in a State or an umbrella agency head, and therefore it would negate the effects of rehabilitation work.

Another concern that we have with H.R. 7 is the discontinuation of the set-aside. We feel that these are extremely important because traditionally we find that unless there are very specific Federal mandates to programs, many States tend to ignore the provision of those services. I think you will find if you poll various States that there is more being done today in the way of vocational education for disabled students with both mental and physical disabilities because of the set-asides than there was before the set-asides were there.

In Virginia, we are not of the opinion that a super council is needed. We are finding that through innovative work on the part of special educators, vocational educators and vocational rehabilitation professionals, that we are accomplishing many of the things that a super council would be designed to do.

We have in the past six years found that vocational education has become a very viable part of our innovative planning. Prior to that, most of our work in rehabilitation was with the special education segment of our State department of education. About six years ago, we began to bring our vocational educators into our planning process—and perhaps that was the fault of those of us who were doing the planning prior to that; maybe we had just not asked them, I don't know. But at that time, they came into our planning process, and today we find that they are equal team players.

Now, everything is not rosy in every one of the 140 local educational agencies within the Commonwealth of Virginia. We still have places where vocational education for handicapped students is lacking. We have places where the educators are not aware of the special needs of these people and ways in which they can accommodate them in a reasonable manner. But each year, we are finding that that segment of the population is declining, and more and more LEAs are beginning to put a focus in their vocational education planning on the needs of these specialized young people.

We are doing this through the implementation of local teams of those three disciplines—vocational education, special education, and rehabilitation. We feel this is the proper way to go. We feel that there must be set-aside moneys to encourage localities to do some innovative planning, but we feel that we should be allowed to implement in our own fashion. We have had some very interesting examples of how vocational education has contributed to the success of students with very severe handicapping conditions, multiple-handicap students, for example. They have contributed greatly to prepare these young people to go out into the world. Then we as the rehabilitation community can take that well-equipped young person, add to any deficiencies that still exist, counteract that by providing additional training, etc., help with job placement, and we are finding it to be very successful.

I would urge you to reauthorize a bill that would encourage localities to design their own programs when using set-aside funds.

Thank you.

Senator PELL. Thank you very much indeed, Mr. Bass.

[The prepared statement of Mr. Bass follows:]

PREPARED STATEMENT OF THOMAS E. BASS, JR.

Mr. Chairman, members of the Subcommittee, the National Rehabilitation Association (NRA) appreciates the opportunity to present its views on the reauthorization of the Carl D. Perkins Vocational Education Act as it pertains to students with disabilities.

The NRA, is an association with nearly 20,000 members and seven divisions -- the Job Placement Division, the National Association Rehabilitation Instructors, the National Association of Rehabilitation Secretaries, the National Rehabilitation Administration Association, the National Association for Independent Living, the National Rehabilitation Counseling Association, and the Vocational Evaluation and Work Adjustment Association. Its purpose is solely to advance the rehabilitation for persons with mental and/or physical disabilities.

We firmly believe that the Vocational Education Program must continue to focus a considerable portion of its resources on people with disabilities, and that, to a reasonable extent, Vocational Education Administrators must work cooperatively with, and become familiar with, other Programs in the State which provide services to people with disabilities.

I serve as the programmatic liaison to education for the Virginia Department of Rehabilitative Services. As such, I am in frequent contact with vocational education administrators and teachers on both the state and local levels. They are participating with rehabilitation and other agencies in demonstration projects, in workshops and conferences and in direct case management for students with disabilities. Consequently, we are seeing an increase in vocational education's awareness of students with special needs, and the level and degree of vocational preparedness of the students is increasing.

When students are provided a basis for knowledge and understanding of work, its benefits and ramifications, as well as technical expertise to perform such work, the students will be prepared to compete in the world of work more effectively. These qualities can best be taught in vocational education classrooms. But, in order to guarantee that these opportunities are available to all students with disabilities, vocational education legislation must be specific and forceful.

While it is our understanding that the Subcommittee intends to develop its own reauthorization measure, and will not simply amend H.R. 7, the House-passed measure, we are so greatly concerned with provisions in H.R. 7 that we believe it is essential that we prominently focus on these concerns in this testimony.

The National Rehabilitation Association is extremely concerned that two provisions of H.R. 7, the proposed Applied Technology Education Amendments of 1989 could severely impair the ability of State Vocational Rehabilitation Agencies to deliver quality services to persons with mental and physical disabilities.

These provisions (1) would encourage the sharing of resources among several "employment" related programs; and (2) would establish a "super council" in each State to advise the Governor on ways to coordinate, link, and possibly merge the services and funds of several "employment-related" Programs.

While the concerns of the Rehabilitation Community regarding these provisions are great, so is our commitment to working with other State and local Public and private agencies -- including Vocational Education service providers -- to assure that all available resources are utilized for the benefit of persons with disabilities.

In fact, the Rehabilitation Act mandates that State Vocational Rehabilitation Agencies establish "cooperative arrangements" with other education and manpower programs in the States for the purpose of enhancing opportunities for people with disabilities.

In the Commonwealth of Virginia, these arrangements have greatly enhanced the transition of students with disabilities from special education and vocational education, to vocational rehabilitation and employment and independence. Not only do we have special cooperative transition arrangements with special and vocational education, but we also have a system of local cooperative agreements. These agreements are between the Local Education Agency and the local Rehabilitation Office. The agreements outline broad areas of responsibility and concern as well as specific objectives to be achieved within a school year. Each year we find that this system is enhancing our working relationship with both special and vocational education and is providing students with disabilities better opportunities to work and live independently.

Our principle concerns with H.R. 7 are with those provisions which would allow Vocational Rehabilitation monies to be channelled through other Agencies, and away from the principle purposes of the Rehabilitation Act.

Section 104 of H.R. 7, would allow the "joint funding" of activities between five employment-related Programs: Vocational Education, Job Training Partnership Act, Vocational Rehabilitation, Adult Education, and Job Services.

Section 104 requires that any "jointly-funded" project meet the underlying requirements of each of the authorizing statutes affected, and prohibits the use of these funds to "supplant" currently appropriated State resources.

However, it is very conceivable, even likely, that a "jointly-funded" project could divert resources from their original intent.

For instance, under Section 104, a State Education Agency could have its Vocational Education Division administer a "jointly-funded" project that would channel State-Federal Vocational Rehabilitation Program dollars through the Vocational Education Division in order to supplement, or replace, the currently authorized set-aside for students with disabilities under Vocational Education.

While such a "jointly-funded" project could be constructed in such a fashion that it "technically" meets the underlying requirements of both the Vocational Education and the Rehabilitation Acts, it is also clear that such a project would reduce the total dollars available to a State Rehabilitation Agency to provide services to eligible people with disabilities.

It is not difficult to imagine other circumstances involving the Job Training Partnership Act, or any of the other Programs involved, under which a similar shifting or commingling of resources might occur.

In many States, the Vocational Rehabilitation Program is located in organizational structures which also house JTPA or Vocational Education. Therefore, the scope or direction of these "jointly-funded" proposals might have more to do with the political or policy agenda of a Governor or an umbrella agency director, than with the needs and priorities of people with disabilities.

The commingling of resources could be for funding statewide efforts and activities more directly tied to the purposes of vocational education or the Job Training Partnership Act Program for all individuals who are "economically disadvantaged", than to the Vocational Rehabilitation Program for people with disabilities.

We strongly believe that the Congress should provide adequate resources to support activities required by Federal Law, and further, that the Congress should not create mechanisms to allow states to commingle resources between similar, but not identical, Federal Programs.

Mechanisms such as these can often turn into fiscal "shell games," where program funds are shifted from one Federal Program to another in order to meet a real or perceived short-term economic or political need.

It would be disastrous if the Congress were to create a funding mechanism which would allow Rehabilitation services dollars to be diverted through other Agencies, in order to test the latest "trend" in service delivery or to respond to current political needs. Vocational Rehabilitation funds should remain available to State Vocational Rehabilitation Agencies, to respond to the pressing long-term needs of eligible people with mental and/or physical disabilities.

Another major issue is Section 101 of H.R. 7, which would establish State Human Resource Councils, or "super councils," which would advise Governors on ways to coordinate "services and resources" under several "employment-related Programs."

According to the Rehabilitation Act, each State Rehabilitation Agency, as a requirement for obtaining Federal monies, must enter into "cooperative arrangements" with other service delivery systems to utilize the "services and facilities" available in Vocational Education Programs, Public Employment Programs, Manpower Programs, and any other programs serving individuals with disabilities. These requirements were enacted to assure that these "cooperative arrangements" will, first and foremost, exist for the benefit of people with disabilities.

The NRA's concern is that the proposed "State Human Resources Council" would not follow the intent as outlined above in giving priority to the coordination of services to benefit people with disabilities. Instead, our fear is that a Council could actually recommend the diversion of resources from such services.

In addition, as proposed in H.R. 7, membership on these "super councils" would have, at best, token representation from the Rehabilitation and Disabilities community. This is especially ironic, given the fact that the combination of Federal and State Vocational Rehabilitation Service dollars is at least as large as that appropriated for any of the other "employment-related" programs.

It is therefore the National Rehabilitation Association's position that any reference to the Rehabilitation Act of 1973 be removed from Section 101.

The disability community has long recognized that without specific statutory requirements to serve students with disabilities, states will not adequately provide services. For just these reasons the NRA strongly supports the continuation of the set-aside of funds to provide needed fiscal support for full participation of students with disabilities in vocational education.

The set-aside grants have come under substantial criticism as being too small and too difficult to match. The House of Representatives, in H.R. 7, has taken the troubling action of entirely eliminating the set-aside grants.

The set-aside has, time and time again, proven to be the strongest statement of the Federal commitment to both equity and quality of program for students with disabilities in vocational education. All other language, without the inclusion of a set-aside, has proven inadequate unless packaged with a set-aside.

Parents, professionals and advocates have stated that concrete progress is now being made in serving students with disabilities, and that the set-aside has been an important tool in providing fiscal leverage at both the state and local program levels.

Mr. Chairman, on behalf of the National Rehabilitation Association, I want to thank you for the opportunity to testify before the Subcommittee. I am willing to answer any questions you might have. Thank you.

Senator PELL. Mr. Donaldson.

STATEMENT OF GLEN DONALDSON, ASSISTANT DIRECTOR, REGION 3, CORRECTIONAL EDUCATION ASSOCIATION, AND VOCATIONAL COORDINATOR, ILLINOIS DEPARTMENT OF CORRECTION SCHOOL DISTRICT 428, VANDALIA, IL

Mr. DONALDSON. Thank you.

On behalf of the Correctional Education Association, I would like to thank you, Senator Pell, the committee, and especially thank Senator Simon for asking me to testify today.

I submitting this paper, I am afraid I may not get all the way through it, so I'd like to ask that a copy of this testimony be submitted for the record.

Senator PELL. Yes, it will be included.

Mr. DONALDSON. In submitting this paper to you, I would like to note that according to the Correctional Education Association, there are about three million people either incarcerated, on probation or on parole each year in the United States. In fact, there are more black males in prison than in college. Ninety percent of these people do not have the basic literacy and work skills to re-enter society and stay out of prison. They cannot stay on a job.

When we consider that we spent $20–$35,000 per year just to house and feed these images, it is no wonder that only 7 percent of our corrections dollars go to education. We feel that these people are among the highest at-risk people that we have in the United States.

Correctional education agencies of many of our States rely solely on Federal dollars—or I should say, the only Federal dollars they receive are the dollars in the Perkins bill from the one percent set-aside. That's all they get.

If the current House remake is passed in its entirety, the additional funds lost to correctional education facilities would considerably damage the education efforts in our Nation's prisons and jails.

Currently, the Perkins vocational education moneys are used in many States to provide direct services to inmates and ex-offenders to assist them in gaining skills that make them employable. Illinois is one State that has utilized the disadvantaged and handicapped moneys in the Perkins bill to employ several full- and part-time special needs coordinators who assist incarcerated inmates in identifying their vocational aptitudes, helping them being placed in appropriate vocational training programs, and providing direct assistance in literacy training.

We have the sincere belief that vocational education when combined with literacy training is one of the keys to keeping these men, women and juveniles from returning to our prisons.

When one considers the cost of keeping a person incarcerated, the moneys expended for vocational and basic education in our prisons are certainly a sound investment. Probably the best follow-up that we have are letters from ex-offenders to some of our teachers. I'd like to quote from one.

This is a former building trades student: "Clyde, I really just wanted to wish you and yours a happy Easter and let you know that I am still home and still doing okay. Since I have started my job nine months ago, I have already sharpened my cabinetry skills. I also have received a $1.50 an hour raise. My wife is doing fine and is real proud of me and that is what keeps me hanging in there. My wife and I soon will have almost $4,000 saved and are planning on buying a home. So wish us luck." I bet that man won't return.

During 1988, the Illinois Council on Vocational Education, the Illinois Department of Corrections, and the Illinois State Board of Education jointly funded a study which we call the Anderson Report. I would like to basically share some of this.

This project compared released prisoners who had received vocational education and vocational/academic training with a control group of released prisoners who did not. The studies showed that the people who received the training stayed out of prison at a higher rate than the people who did not.

In closing, there are six issues I wish you to reconsider in the remake. One, reconsider reinstating the one percent set-aside and possibly increasing it to two. If not that, give each corrections education agency the status of an LEA.

Two, continue support of in-service.

Three, include academic disadvantaged as one of the criteria of disadvantaged along with the other criteria.

Four, identify a portion of the 80 percent money for technical assistance to be provided by the State agencies.

Five, include a representative of the Attorney General's Office in the super council.

And last, continue the statewide advisory councils to correctional vocational education.

Thank you.

Senator PELL. Thank you very much.

[The prepared statement of Mr. Donaldson (with an attachment) follows:]

PREPARED STATEMENT OF GLEN DONALDSON

In submitting this position paper to the Senate Subcommittee on Labor and Human Resources, I would like to note that according to the Correctional Education Association each year there are over three (3) million people in prison, on parole or on probation. On June 8th, 1989, the Honorable John Conyers, Jr., of Michigan, in introducing the Correctional Education Assistance Act in the House of Representatives, noted that, "One out of every thirty (30) adult males is under some type of correctional supervision. one in twelve (12) black males in their twenties are incarcerated. In fact, there are now more black males in prison than in college full time." Representative Conyers further noted that, "Ninety-five (95%) of inmates did not possess the basic skills needed for the most menial employment. Ninety percent (90%) did not finish high school and half cannot read or write. We spend up to twenty-four thousand dollars for a single state or federal inmate each year and maximum security runs as high as thirty-five thousand dollars." Those of us who work daily in correctional education and are actively involved in the Correctional Education Association feel that the people incarcerated in our jails, state, and federal prisons are among the highest risk population in the United States. Depending on which study one reads, twenty to forty percent (20-40%) of the inmates have educational handicaps. Ninety percent (90%) of these inmates will be released within four years to take on the responsibility of providing for themselves, raising a family, and contributing to society. Without minimum employabilty and academic skills, we can not expect these ex-offenders to successfully reenter society.

With increasingly shrinking education budgets in the free-world, monies for correctional education are also shrinking. The correctional education agencies of many states actually lost federal vocational education funds even with the 1% set-aside in the current Perkins Bill. Apparently, some states interpreted the 1% as a maximum instead of a minimum. If the current House of Representatives Applied Technology Act, HR 7, is passed in its entirety, the additional funds lost to correctional education facilities would considerably damage the education efforts in our nation's prisons and jails.

Currently, Carl Perkins Vocational Education monies are used in many states to provide direct services to inmates and ex-offenders to assist them in gaining skills that make them employable. Illinois is one state that has utilized the Disadvantaged and Handicapped monies in the Perkins bill to employ several full-and-part-time Special Needs Coordinators and staff who assist the incarcerated inmates in identifying their vocational aptitudes, and help place them in appropriate vocational education training programs. These staff members also serve as counselors in assisting the disadvantaged and/or handicapped inmates enrolled in a vocational program to gain the academic skills needed to succeed in the world of work. In many instances, these staff members provide the direct instructional services needed to raise the academic skills of the vocational students to the point where they can compete against his or her free-world peers in today's job market.

As Past President of the Illinois Correctional Education Association and as the Vocational Coordinator for the Illinois Department of Corrections, I have the sincere belief that vocational education, when supplemented with instruction in basic skills, is an essential part of assisting an inmate or ex-offender in successfully reentering society. When one considers the cost of keeping a person incarcerated, the monies expended for vocational and basic education in our prisons are certainly a sound investment. Probably the best follow-up that corrections administrators have on released felons are those letters that the ex-offenders write to their instructors and counselors after they successfully reenter society. I would like to quote from two of these letters. One ex-offender in Rockford, Illinois, in writing to his welding instructor states:

> I just wanted to drop a line to tell you that everything is going great for me. I am working at one of Rockford's steel companies and making $10.50 an hour welding structural beams. I see down the road that I will be making good money with the company. I am getting time and a half for overtime and I am working between ten and twelve hours a night . . . . I know that this is just a start . . . but at least I have the chance. Carl, thanks for the training you gave me because without it I wouldn't be there.

Another letter from a former Building Maintenance student reads:

> Clyde, I really just wanted to wish you and yours a very

> Happy Easter and let you know that I'm still home and still doing okay. Since I have started my job nine months ago, I have already sharpened my cabinetry skills. I also have received a $1.50 an hour raise. My wife is doing fine and is real proud of me and that is what keeps me hanging in there. My wife and I will soon have almost four thousand dollars saved and are planning on buying a home. So wish us luck.

During 1988, the Illinois Council on Vocational Education, the Illinois Department of Corrections, and the Illinois State Board of Education jointly funded a project to monitor and evaluate the services provided for correctional inmates. This project compared released prisoners who had received vocational education and vocational/academic training with a control group of released prisoners who did not receive any vocational training. They studied seven hundred and sixty released prisioners for twelve months and found that those prisoners who had received vocational and vocational and academic training "had the highest employment rates . . . and low[est] criminal activity rates . . . . The control group had the highest criminal activity rate. . . ." Those released prisoners who had completed a vocational course of instruction " had a higher employment rate and fewer arrests than vocational non-completers, however, non-completers still had higher employment and fewer arrests than the control group."

The one percent (1%) monies identified for corrections in the existing Carl Perkins bill are used in various ways throughout the nation's correctional education facilities. In some facilities, they are the only monies allocated by the state education department for correctional education programming. In others, they are used to develop career planning inservices, and provide direct career development services for inmates and ex-offenders. These programming efforts will be eliminated if the current Carl Perkins Reauthorization Bill is passed as presented by the House of Representatives.

Another function that the existing Carl Perkins Bill permits is the provision for the State Board of Education offices to provide inservices and technical assistance not only for correctional education practioners, but also for free-world vocational instructors. So often, without technical assistance from the State Board of Education in areas such as up-dating of equipment and curriculum development, the correction educators would be operating with "tunnel vision" and the programming efforts in our nation's prisons and jails would soon be behind that of the free-world in current technology and teaching content.

In considering the above issues, I would like to propose that the Senate consider the following items when reviewing the Carl Perkins Reauthorization Bill:

1. Reinstate the one percent (1%) monies identified for corrections education and increase this to two percent (2%). Identify these monies as earmarked for corrections in the Bill or identify each correctional education agency, juvenile and adult, as a local education agent, giving them the same eligibilty status as an LEA.

2. Continue support of inservice education for vocational education staff, both within corrections and the free-world.

3. Encourage the inclusion of the academic disadvantaged along with the economic disadvantaged as a criteria for identification of the disadvantaged students. I feel that the academically disadvantaged learner of today will be the economically disadvantaged citizen when that student seeks work.

4. Identify a portion of the eighty (80%) monies of the basic state grant for technical assistance to correctional and local agencies through the state education agency.

5. Include a representative of the Attorney General's office on the Interdepartmental Task Force on Applied Technology Education and related programs to insure that the at- risk correctional population is represented.

6. Continue the statewide advisory councils to correctional vocational education to keep correctional educators up-to-date with the latest developments in the field.

Thank you for allowing me to testify today. I would ask that a copy of the testimony as well as the attachment "Important Information About Correctional Education in the United States Today" be submitted into the record.

Correctional Education
Association
An International Organization

IMPORTANT INFORMATION ABOUT CORRECTIONAL EDUCATION IN THE UNITED STATES TODAY

I. BASIC STATISTICS

- Every year more than 3,000,000 people are seriously involved with the criminal justice system.
- At present, there are more than 1,000,000 people in prisons, jails, and juvenile facilities.
- More than one third of them have serious drug problems.
- Eight out of ten adult inmates lack high school diplomas.
- Twenty to forty percent have educational handicaps limiting educational development.
- More than seventy-five percent are functionally illiterate.
- Most have no or poor employment histories with 40% unemployed and 12% part-time employed at time of arrest.
- Most used to live at or below the poverty level.
- A disproportionately large number are minority group members.

II. COSTS OF INCARCERATION

- In 1979, over $29 billion were spent on justice-related matters.
- There has been an annual increase in the prison population of 10% for every year since 1979.
- Cost estimates do not take into consideration indirect costs, losses to victims, support for dependent children, welfare, etc.

III. HOW EDUCATION PROGRAMS ARE FUNDED

- The majority of funding uses state and local money.
- Federal sources are indirect, such as vocational education, adult education, Chapter I, and special education, all of which concern themselves with our neglected and delinquent population, but most of which lack mandated set-asides.

IV. SOME SHINING EXAMPLE ADULT LITERACY PROGRAMS

- National Institute of Corrections study with survey and site visits has nine programs of outstanding quality in Colorado's Buena Vista Correctional Facility; Kansas State Industrial Reformatory; Ohio's Lebanon Correctional Center; Maryland's Maryland Correctional Training Center and Maryland Correctional Institution -- Jessup; New York's Mt. McGregor Correctional Facility; Michigan's Muskegon Correctional Facility; Washington's

Washington Corrections Center; and the Federal Bureau of Prisons' Petersburg Federal Correctional Institute.

V. DISCERNABLE NATIONAL TRENDS

- a national move toward mandatory sentences and mandatory educational programs for literacy, and consideration of educational achievement for parole.

VI. SIGNIFICANT COURT RULING ON MANDATORY PRISON ED.

- Hutto vs. Rutherford shows inmate has no right to remain ignorant.

VII. INCENTIVES FOR INMATES TO LEARN

- pay to go to school; time off toward parole; reduced sentence; extra visits; furloughs as rewards for achievement of educational goals; better living quarters; better job assignments; and money for milestones, such as diplomas.

VIII. DISINCENTIVES FOR STUDENTS TO LEARN

- higher pay for non-education programs; education a low priority with prison staff; lack of counseling services; inadequate evaluation and classification services; prior negative experiences with education; poor self-image; and peer pressure not to achieve academically.

IX. IMPORTANT QUESTIONS ABOUT EDUCATION PROGRAMS

- Can educational programs contine after release?
- Will skills learned in institutional maintenance and state industries be useful after release?
- Are worthwhile programs interconnected through viable planning within prisons?
- Are program assignments given based on evaluated needs or on program openings?
- Are allowances made for continuation of programs after release?

X. NATIONAL PROBLEMS WITH PROGRAM IMPROVEMENT

- There is no national clearinghouse of information on effective programs.
- There is no single, federal office for funding correctional education programs.
- There is no single piece of federal legislation setting the tone for correctional education programs

XI. SOMETHING TO THINK ABOUT

- 90% of the adults presently in prison will be released within the next five to ten years. With no education or job training, where will they get the money they need to live?

The above statistics were taken from various federal sources and published studies. This report was compiled by the Correctional Education Association, the only national (and international) association for teachers and other educational personnel in adult and juvenile facilities. For more information, write to Stephen J. Steurer, Executive Director, Correctional Education Association, 8025 Laurel Lakes Court, Laurel, MD 20707 or call (301) 490-1440.

Senator **Pell**. First I'd like to ask Ms. Arrindell—I may have misheard you—but did you say that 70 percent of women in vocational education are going into below-poverty jobs?

Ms. **Arrindell**. No, Senator. I said that 70 percent of women and girls in vocational education programs now in secondary schools are in training for traditional occupations.

Senator **Pell**. I see—but they are not necessarily going into below-poverty incomes.

Ms. **Arrindell**. Well, to the extent that women's jobs are clustered in low-wage occupations, that is absolutely the case, that if you train for an occupation that is a low-wage job, which most female occupations are, if you have one child, there is a very good chance that you will be living in poverty.

Two-thirds of the minimum wage earners in this country are women, and they are women that are working in those low-wage jobs.

Senator **Pell**. Thank you very much.

I'd like to focus the rest of my time on Mr. Donaldson. I am particularly interested in the question of correctional education and I was responsible for the one percent set-aside for corrections education in the Vocational Education Act and also the ten percent set-aside in the Adult Education Act. I would ask at this point unanimous consent to insert in the record a letter from an inmate in an adult correctional institution in Rhode Island. We will have that inserted in the record without objection.

[Letter from Mr. Steven Rodi follows:]

HONORABLE CLAIBORNE PELL
U.S. SENATOR:
335 Russel Senate Office Building
Washington, DC 20510

Re: TESTIMONY BEFORE THE U.S. SENATE
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES

STATE OF RHODE ISLAND

JULY 13, 1989

My name is Stephen Rodi, I am a prison inmate at the Adult Correctional Institutions in Cranston, Rhode Island, and I respectfully submit this testimony on behalf of all men and women who are incarcerated within Rhode Island's Correctional Facilities. We extend our appreciation for the opportunity to address this subcommittee on the issues involving vocational training programs for prison inmates.

My aim throughout this testimony is to bring these issues into focus, and address them as thought provokers. I am hopeful this will enable you to obtain a perspective which will perhaps enhance your understanding as to why vocational training programs are vitally important to our prison system. Should this congress reflect on the numerous problems that plague our prison system today, for reasons that by now are tragically apparent, you will know there are serious unresolved problems involving the present state of affairs of the R.I. Department of Corrections. The most serious of which are overcrowding, idleness and the lack of meaningful jobs and vocational training programs. Thus compounded with the problems both staff and prisoners face each day eventually set the stage for potential violence and destruction as time goes on.

There has been a growing awareness of the magnitude of these problems within both maximum and medium security facilities especially. What is unfortunate is that prison administrators have knowingly allowed unemployment, meaningless jobs and the absence of vocational training programs to continue. What presently exists as meaningful employment at most of our correctional facilities is a frustrating modicum of usefulness.

Maximum and Medium Security Facilities have resently incorporated a double work-shift standard. In doing so, prison officials have taken existing work details and doubled the number of inmates working them. However, this standard only permits inmates to work an average of three and one half (3½) hours each day, five days per week- excluding kitchen workers and porters who work seven days per week. Double work-shifts as they presently exist, serves only as an illusion of job opportunities for a continuously increasing population. In essence, most inmates are not gainfully employed. But semi — assisting in existing work. No inmate actually has a full-time job, just meaningless part-time work.

In addition, hundreds of inmates still remain unemployed. The consequences combined affords very little opportunity for any inmate to prove his worth, his skills or his usefulness.

Most correctional facilities around the country operate numerous vocational training programs designed to help inmates develop skills to help them secure employment upon their release. However, Rhode Island corrections still, for the most part maintains the traditional and mundane prison industries of laundry and license plate manufacture which fail to provide skills to help inmates. Inmate participation in what is considered to be existing vocational training is minimal. There is about 25% of the combined populations of maximum, medium and high security facilities that are actually permitted to work carpentry, printing, upholstery, and sign shops. Leaving the remaining majority to work menial jobs or be unemployed. The ultimate consequence is that most inmates are being deprived the chance to secure meaningful skills which would provide them the opportuntiy towards reform, and eventually release.

What must be considered in light of vocational issues is that life inside our correctional institutions haven't proven to be a reliable criterian to determine post-release behavior. Parole boards for example, in their efforts to judge the inmate's readiness for parole must often confront the intangibles he faces, which involve education, vocational training, job placement, etc. There are many factors parole boards must consider in light of deciding whether or not inmates have a good chance of succeeding outside of prison.

Many months or years in a prison setting followed by sudden release and full responsiblity for one's self- for food, shelter, clothing, employment, handicapped by a criminal record and in a new, strange and emotional environment- is enough to unsettle the most stable individual. There is no guarantee that being skilled with vocational training will make such a traumatic social experience any easier, but it certainly can be helpful to minimize the expectation of returning to the robotizing influences of prison.

We must also examine additional factors such as prison idleness which has become the by-product of all the elements of unemployment, and the absence of vocational training programs. Prison officials have allowed idleness and tedium to be a permanent part of the lifestyle in our correctional system. Over the years, idleness has always proven to be an inundating malignancy; a deterrent against the prospect of moral education and personal reform. Idleness is, and always will be destructive to the spirit, the morale, and the maturity of any person who must be incarcerated within any prison environment. Quoted as a maxim can better describe that: " An Idle Mind Is The Devil's Workshop." Inmates will learn very little of value if they are permitted to adapt to such an adversity which eventually breeds hostility and violence. It has always proven to be a self-defeating aspect of penalogical goals. Prison officials thusfar have made no attempt to harness a remedial solution to this malignancy; willingly allowing idleness to become an unwarranted consequence of their existing custodial practices. Should our prison officials continue to tolerate the festation of idleness, they ultimately become themselves, more often than not, manufacturers of crime. I for one, hold a firm belief that our prison system today has become nothing more than a collection of human cages to warehouse people. To warehouse the human body can be justified as custody, but to warehouse the human mind can only be viewed as DANGEROUS! If meaningless or obsolete work is the best that this system can offer, then there is very little chance that the system will not become a breeding place for crime, violence and despair.

I firmly believe that meaningful education and vocational training in well-employment fields will be the best investment for our prison system as well as the criminal justice system.

Learning a skill fits within the realm of possibility for most inmates. We know that corrections can rehabilitate should ample resources to provide the elements of rehabilitation exist. It is unfortunate that our present resources, and funds are grossly inadequate.

We venture to suggest that an expansion of resources available to the Department of Corrections be supported by this congress. Providing additional educational and vocational programs to our prison facilities will mark a significant turning point on the rough and often discouraging road to reform. Education and vocational training are the instruments that will help decrease an individual's capacity for crime. And Rhode Island Corrections should have its opportunity to rehabilitate. It is worth the effort. For when it works, it will reduce crime, and the expectation that the inmate will return to prison. Thus bridging the crucial gap between the "ex-con," and his successful readjustment into society.

This congress will be making a sound investment by enabling R.I. prisoners the opportunity to gain an education, and learn a skill. For an education will automatically change one's way of thinking.

In summation, we are hopeful that our views and concerns will prompt this congress to support and grant us an expansion of funds to implement vocational education programs.

Senator **Pell**. What I have been struck by in the letter is that the real danger is idleness. This is the complaint that comes through this letter more than anything else, and in that regard, I think of the jobs that are being taught so often in the prisons. Until recently in my own State, all they learned in prison was how to make license plates; then when they got out of prison, the only job they knew how to do was to make license plates, so they had to go back to prison to get a job—that is a little exaggerated—but the situation is much better at this time particularly thanks to these two separate set-asides. It is, however, a tremendous problem. I think your statistics are amazing, which are that one out of 100 Americans are in jail at some point in the course of one year. I had not realized it was quite that high.

There is so much creativity and energy pent up there—I know each year I go through our own ACI, and nobody can say you are seeking votes when you are going through a prison, and you feel the pent-up creativity that is just being stifled.

So I guess I am really saying I am grateful to you for your suggestions. I do not see any risk of the set-asides being lowered; I'd love to see them raised, although I am not sure in these tight budget days that we can do that.

I will now turn to the ranking member, Senator Kassebaum.

Senator **Kassebaum**. Thank you, Mr. Chairman.

I share your interest in correctional education. I think it is very important. Just out of curiosity, in Illinois, about what percentage of funds in correctional education come from the Perkins legislation?

Mr. **Donaldson**. Before I respond to that, Senator, I'd like to reiterate what Senator Pell said. As an aside, we have all kinds of critics, and as you said, there are no votes in prison. But as an aside, if we would remove vocational and literacy training from our prisons, we are removing hope in that person. And when you remove hope in a person, it is over.

In answer to your question, Senator, we receive about $300,000 in the set-aside, but we are so fortunate in Illinois as being seen by the State education agency as a local education agency—we are one of a handful in the United States—that we also receive but are held accountable for the disadvantaged and handicapped moneys. That is why, from our perspective, we see that the academic disadvantaging criteria are so important, because so many of these men and women just simply did not go to school; they fell through the cracks.

Senator **Kassebaum**. I have a general question for everybody, because you all heard the testimony from the first panel. I think we would all agree that, if it had not been for the set-asides, many special needs would not have been addressed. But now, working off of the testimony from the first panel, they feel—and I must say I myself wonder, too, if we cannot have more flexibility in the program along with accountability, to make sure that those goals for special populations are being met.

Do you believe that, with a greater accountability from the State level in monitoring the goals, those needs could be met without the specific definitions and percentages of the set-asides in the legislation?

Ms. **Arrindell**. I would say that our organization and the Coalition worked very carefully through the House process to attempt to identify a way to serve women and girls through a formula allocation method. We spent many long hours and many evenings trying to work out a system that would allow that to happen.

We found that the problem with services to women is really not so much the number of women that are served, so that saying that women are served as they are represented in the population is not our goal. The number of women served is not a problem for us. Plenty of women are being served in vocational education programs, as you well know. However, without the very specific, targeted services, very specific delineations of the kinds of programs that must be provided, and a sex equity coordinator who is responsible for the administration of those programs, we do not believe that it would be possible to successfully serve women and girls.

And in fact, the House ultimately shared our view, as you know, from the way the bill was drafted.

Senator **Kassebaum**. Ms. DeRita.

Ms. **DeRita**. I am just afraid that if the set-asides are not there that the people with disabilities will fall through the cracks again, and this Act is just starting to work in our area, where there is transition between schools and regional centers, trying to get people vocational education and special training to get them out into the communities instead of into regional centers and on SSI and so on, and trying to get them working, in the work force.

I think if the set-asides are not there, they are going to fall between the cracks, and the money is going to be used for other things again, and it is not going to be used where it should be. And as I say right now, it is starting to work in our area, and I see progress, and I'd like to just continue to see the progress because I think we need it. I think disabled people can give a lot to the community and become taxpayers and get off the rolls of SSI and disability.

Senator **Kassebaum**. You all have spoken eloquently about the importance of the set-asides and maintaining them so that no one will fall through the cracks again. I must say we have gone through this in the foreign aid legislation and other measures. You want to protect certain initiatives that you believe are important and yet allow some of the flexibility that makes a program work well for Kansas as well as Rhode Island, meeting some of the different needs that different States have.

So I am guessing all of you believe that, even with a stronger State group and a stronger emphasis on accountability in the States, this need would still not be met.

Mr. Donaldson.

Mr. **Donaldson**. Senator, I am also on a local school board in Illinois, Altamont, Illinois, Senator Simon, and in response to that, just to try to give it some perspective, we just had a board meeting a week ago Monday night—347 different accounts that we are accountable for. Now, this is a small school district, about 1,000 kids, K–12. It would simply get lost if there were not moneys specifically identified in the set-asides for vocational education, home ec, etc.

So that's the best yardstick I can give. We are a small district, and we have to have 347 different accounts.

Senator **Kassebaum**. I am a former school board member, too. Don't you find it rather frustrating when you sit in your board meetings and have to deal with those requirements and all of those different accounts?

Mr. **Donaldson**. But without requirements—I feel there is a reason that the requirements are there. There probably has been abuse. So I would certainly take the requirements.

Senator **Kassebaum**. At the risk of missing out again.

Mr. **Donaldson**. Yes, ma'am.

Mr. **Bass**. I agree with the other members of the panel that if the set-aside is discontinued, the gains that we have made in the last few years will be negated, and these young people will again begin to fall through the cracks.

There must be some accountability, however, because why have anything if it is not accounted for? And as far as school board members having to sit and go through so many different accounts—that comes with the turf. We all have things that we have to do. We may not like doing it. But I am strongly of the opinion that students with disabling conditions for many years have gotten very short shrift in the schools, especially in vocational education, in the past, and without these set-asides, that will begin to happen again, and we will find in the rehabilitation community that when we get them, not necessarily as they leave their high school years but probably five, six years down the line after they have been in very minimum-level jobs, dropped out of those and had a few years to sit at home, it is far more expensive for our rehabilitation dollar—it takes far more of those to get these people to become productive, tax-paying citizens at that time.

So I feel that in the long run, it is a very good investment.

Senator **Pell**. Thank you very much.

Senator Simon.

Senator **Simon**. Thank you very much.

It is interesting—all four of you have used the phrase, people "falling through the cracks", and that is clearly what we want to avoid.

Mr. Donaldson, first, I am very pleased with your testimony and proud you are here from the great State of Illinois. You mentioned that those who do not have a vocational program in prison have a higher rate of recidivism, than those who do have vocational programs. Do you have any idea what those statistics are?

Mr. **Donaldson**. Senator, I have a copy of the report which I would be glad to leave with you. It is in-depth—possibly, for the sake of time, I should leave the report.

Senator **Simon**. I appreciate that. It is interesting in your testimony—I am lobbying now for another bill, S. 1310, the Illiteracy Elimination Act of 1989, that is going to be marked up before this subcommittee—90 percent of those in prison did not finish high school, and half cannot read and write. If we have programs to deal with basic literacy skills, we can keep people from going into prison in the first place. Am I drawing a correct conclusion?

Mr. **Donaldson**. That is certainly what we feel. The Anderson Report, which was monitored by the Illinois Council on Vocational Education, came into effect at about the same time that we in Illinois started mandating education. If an inmate in Illinois—and we are not the only State such as this; Virginia has it, and there are other States following—if an inmate cannot read and write on a standardized test at the sixth-grade level, he must go to school for 90 days, or he cannot ever hope to go on to a different job within that prison setting where he would receive any more pay than the entry level—and when I say "pay", it is very nominal, something like 30 cents a day.

We feel we have met with success on this. We have also met with a tremendous amount of resistance in some of the maximum security prisons from the inmates. Again, they simply did not go to school.

Many times, the prison administrators are the first level of people that they simply have not been able to manipulate and go around. So, yes, sir, we feel that that is the first step in reshaping this individual.

Senator SIMON. You mentioned that 7 percent of prison money is spent on education rehabilitation. If we were to double that to 14 percent—obviously, you cannot give precise answers—but we would be protecting society much better than we are now protecting society; is that correct?

Mr. DONALDSON. Again, we hope; we know this; we know that these men and women are going to be somebody's neighbor; they are going to get out. Now, you say to double it—I could sit here and give you a long dialogue on what all we could do—and again, I go back to that hope—until we can instill hope in that person, no matter what we do, it is going to be futile.

But literacy—again, I repeat—literacy and a skill is the first step in that; self-pride, self-respect.

Senator SIMON. You mentioned one specific thing, treating each correctional agency as a local educational agent. What would be the impact of this in terms of assistance? Would this give you more or less money than the set-aside?

Mr. DONALDSON. In Illinois, we are a local educational agency. We are seen as one. But again, we are one of about seven States. What that means is if the State education department in a State that doesn't see corrections as an LEA, doesn't see fit to give them any extra technical assistance, any in-servicing, any extra dollars through the adult training programs at the State agency level—they don't get anything. All they get is this one percent. And if they lose that, they are on their own.

Senator SIMON. I thank you.

Ms. Arrindell, you made one suggestion that I hope that as a subcommittee we can follow through on. You suggested that there should be a General Accounting Office study to determine whether States are complying with the assurance that special consideration be given to displaced homemakers and those with greatest financial need when using funds allocated for single parents and homemakers. I think that is something we could follow through on.

Second, you mentioned one other thing that I run into during my visits to Illinois. You say "require that no portion of student financial aid received by a student be counted as income or resources in determining eligibility for any other assistance program funded in while or in part by Federal dollars."

Do you want to elaborate a little? This is maybe moving a little away from vocational education, but it affects those of us on this subcommittee. I run into people who are always saying, "I really wanted to go to college, but if I go to college, I am going to lose my welfare money."

Ms. ARRINDELL. This is actually a problem that we have seen in the States where women enter into a program, and their student financial aid to attend a community college or a secondary vocational education program is then counted against their eligibility for food stamps. That means, then, that you have to make the choice between having a decrease in the amount of money that you have to feed your family and attending a community college—and that is a very difficult decision to make.

This is a conflict that we believe runs contrary to the Perkins Act stated purpose of bringing more women into the vocational education system. We were able to get such language in the House vocational education provisions. It has also, as you know, been included in the Higher Education Act. And we believe it is just important that this become law in vocational education so that people don't have to make choices between their future and feeding their family the next day.

Senator SIMON. I thank you.

Thank you, Mr. Chairman.

I thank all of the witnesses.

Senator PELL. Thank you all very much indeed, and a good trip back to your respective homes.

On the third panel, we have Ms. Millie Nichols, Executive Director of the Rhode Island Occupational Information Coordinating Committee, from Providence, RI; Mr. Stafford Nagatani, Assistant to the Superintendent of Education, Department of Education, State of Hawaii; Ms. Pat Schwallie-Giddis, Supervisor for Career Development, Bureau for Career Development, Tallahassee, FL; and Dr. Jack Michie, Visiting Professor in Technology, Arizona State University, Scottsdale.

I would add here that Senator Matsunaga has requested me to welcome Mr. Nagatani. He deeply regrets he cannot be here, but has a statement for the record which, without objection, will be inserted in the record.

[The prepared statement of Senator Matsunaga follows:]

PREPARED STATEMENT OF SENATOR MATSUNAGA

Mr. Chairman, it gives me a great deal of pleasure to welcome Stafford Nagatani, Assistant to Hawaii's Superintendent of Schools, Charles Toguchi. Mr. Nagatani is accompanied by Haunani Apoliona, Program Operations Director of Alu Like, Incorporated, a private, nonprofit corporation which administers a highly successful vocational education program for Native Hawaiians.

Hawaii differs from her sister states in that we have only one statewide school district. This is regarded as a highly efficient system and one which ensures greater educational equality throughout the State. However, it does give us a unique perspective on Federal education programs, and I deeply appreciate the Subcommittee agreeing to schedule a witness from Hawaii today.

Of particular interest to me is the special program established for Native Hawaiians when this Act was last reauthorized in 1984. Similar, but not identical to the program for American Indians and Alaskan Natives which has existed for several years, the Native Hawaiian provision authorizes the Secretary of Education to contract with organizations to plan, conduct and administer vocational education programs for Hawaiian Natives. Alu Like, Inc., the first contractor, has established a singularly successful program over the last three years. Among other things, this program won the commendation of the U.S. Senate for development of the Hawaii Computer Training Center. I strongly urge the Subcommittee to retain the program for Native Hawaiians, not only because of its early success, but also because of the promise it holds for the future.

Thank you very much.

Senator PELL. We will start out with Ms. Nichols.

STATEMENT OF MILDRED NICHOLS, EXECUTIVE DIRECTOR, RHODE ISLAND OCCUPATIONAL INFORMATION COORDINATING COMMITTEE, PROVIDENCE, RI

Ms. NICHOLS. Senator Pell, I thank you very much for this opportunity to testify on the reauthorization of the Perkins Act.

Members of the subcommittee, my name is Mildred Nichols, and I am the executive director of the Rhode Island Occupational Information Coordinating Committee, but today I represent the network of National and State Occupational Information Coordinating Committees and NASOICC, our national association. Because our name is so long, from this point on I shall refer to ourselves as "NOICC/SOICC".

We are glad to express our appreciation for the creation of these coordinating committees and for the opportunity to present our position on their reauthorization. These interagency committees have proved to be a very successful approach to helping individuals, vocational educators, economic development and employment and training officials satisfy their need for occupational, educational, career and labor market information.

NOICC/SOICCs develop and deliver this information. The computerized State occupational information systems and printed reports contain data useful to officials seeking to provide a common, coordinated and integrated response to the demands of State and local labor markets.

Our career information delivery systems address career development needs of youth and adults. They are vehicles for improving access to all types of career information, in all kinds of settings, and they foster equality of access for women, minorities and other groups who may not have access to good information.

The activities of NOICC/SOICC are essential to the success of a new and expanded concept of vocational education. Our general position is that vocational education will be the winner, if NOICC/SOICC and related counseling and guidance activities are strengthened and fine-tuned in the new act. To a large extent, we believe the House bill does just that, and so therefore, with some small exceptions, we can recommend the adoption of the House bill's position on NOICC/SOICC.

With respect to the Perkins Act, our specific positions are these. First of all, we think we should maintain and strengthen Title IV, Part C section of the Perkins Act and do so as follows.

We would like to see an increase in the funding for the NOICC/SOICCs to at least a $6 million floor level.

Section 422 where we are found could perhaps be better identified as National Occupational Information Coordinating Committees, and we believe that postsecondary education should be included on the NOICC Technical Steering Committee.

We would like to see adoption of a provision for continued training and technical assistance activities to support comprehensive career guidance designed to promote improved career decisionmaking, because that, we feel, is a key.

We believe that there should be an adoption of language on training and technical assistance in relation to counseling and guidance and especially in relation to career development guidelines that have recently been developed.

And finally, because placement information is often scarce, we believe that there should be a longitudinal study to study the outcomes of education and training programs.

With respect to guidance and counseling, we think we should maintain and strengthen Title II, Part D, Comprehensive Guidance and Counseling as follows: (1) keep counseling a separate, categorical authorization, and increase the amount; (2) add development and enhancement of career information systems to the definition of career guidance and counseling programs; (3) adopt language that provides enough funds to demonstrate student or client outcomes related to career development, and (4) we think there should be a "hold-harmless" provision.

While the language and provisions of H.R. 7 are a strong affirmation of NOICC/SOICC, there are two items that we respectfully recommend the subcommittee not adopt, and that is, we do not think that one industry should be singled out for special consideration in data collection, and we think the reference to eligible recipients is not clear.

In conclusion, the activities of NOICC/SOICC are an excellent investment in America's people.

Thank you.

Senator PELL. Thank you very much, Ms. Nichols.

[Prepared statement of Ms. Nichols (with additional materials retained in the committee files) follows:]

PREPARED STATEMENT OF MILDRED NICHOLS

Senator Pell, I thank you for this opportunity to testify on the reauthorization of the Perkins Vocational Education Act.

Members of the Subcommittee, my name is Mildred Nichols. I am the executive director of the Rhode Island Occupational Information Coordinating Committee. Today, I represent the network of National and State Occupational Information Coordinating Committees and NASOICC, our national association. From this point on, I shall refer to ourselves as NOICC/SOICC.

We are glad to express our appreciation for the creation of these committees, and for the opportunity to present the NOICC/SOICC position on their reauthorization.

The committees have proved to be a successful approach to helping individuals, vocational educators, economic development and employment and training officials satisfy their need for occupational, educational, career, and labor market information.

NOICC/SOICC's deliver this information. The computerized state occupational information systems and printed reports contain data useful to officials seeking to respond to the demands of state and local labor markets. Our career information delivery systems address career development needs of youth and adults. They are vehicles for improving access to all types of career information, and they foster equality of access for those groups and individuals who may be outside the best information loops.

The activities of NOICC/SOICC are essential to the success of a new and expanded concept of vocational education. Our general position is that vocational education will be the winner, if NOICC/SOICC and related counseling and guidance activities are strengthened and fine-tuned in the new act. To a large extent, the House bill, H.R.7 does just that. With some small exceptions, we can recommend adoption of the H.R.7 positions on NOICC/SOICC and guidance and counseling.

With respect to the Perkins Act, our specific positions are these:

A. Maintain and strengthen Title IV, Part C, Section of the Perkins Act as follows:

1. Increase the appropriations authorization for NOICC/SOICC to at least a $6M floor.

2. Change the name of Section 422 from Occupational Information System to National Occupational Information Coordinating Committee, and delete the reference to eligible recipients in paragraph (a).

3. Designate the Assistant Secretary for Postsecondary Education to serve on the NOICC Technical Steering Committee, and encourage SOICC's to include postsecondary representation.

4. Adopt the H.R.7 provision for continued training and technical assistance activities to support comprehensive career guidance designed to promote improved career decision making. (H.R.7, 422 (a) (4)).

5. Adopt the H.R.7 coordination language on training and technical assistance, especially in relation to Part C, Section 322 (c) (2) of H.R.7 and established career development guidelines. (H.R.7, 422 (a) (5).

6. Provide for a longitudinal occupational information demonstration program to study educational outcomes. (H.R.7, 422 (c) (1).

B. Maintain and strengthen Title III, Part D, Comprehensive Guidance and Counseling as follows:

1. Keep Title III, Part D as a separate, categorical authorization and increase the authorized annual appropriation to $30M in the first year.

2. Add development and enhancement of career information systems to the definition of career guidance and counseling programs, and make it an authorized activity and allowable cost under Title III,Part D.

3. Adopt the H.R.7 language that not less than 20% of the sums available to a state under Title III, Part C be used to demonstrate student or client outcomes related to career development. (H.R.7, Sec.322,(c) (2).

4. Adopt the Perkins Act "Hold Harmless" provision of Title II, Part B, State Plans for guidance and counseling.

While the provisions and language of H.R.7 are a strong affirmation of NOICC/SOICC, there are two items in the House bill that we respectfully recommend the sub committee not adopt. They are as follows:

1. Do not mandate that one industry be singled out for special consideration in data collection.
2. Do not adopt the reference to eligible recipients found in Section 422 (a).

In conclusion, the activities of NOICC/SOICC are an excellent investment in people and in America's future. Thank you. I shall be happy to answer questions.

Senator PELL. Mr. Nagatani.

STATEMENT OF STAFFORD NAGATANI, ASSISTANT TO THE SUPERINTENDENT OF EDUCATION, DEPARTMENT OF EDUCATION, STATE OF HAWAII, HONOLULU, HI

Mr. NAGATANI. Good morning, Chairman Pell and members of the Senate Subcommittee on Education, Arts and Humanities.

I am just so glad to be here on the third panel, especially since I am on Hawaiian time, which is now six a.m. in the morning. So I am now awake.

I will be presenting the testimony for Superintendent Charles Toguchi of the Hawaii State Department of Education. Superintendent Toguchi could not be here today due to a change in the scheduling of his appearance before this auspicious body, and because Hawaii's schools are beginning to implement school/community-based management, a process to provide shared decisionmaking at the grassroots level.

Unlike most States, Hawaii's K-12 public school system is a single, statewide education system which we feel offers more equal educational opportunities based on school allocations from a statewide revenue source base. However, parent, community, business/industry, and student interest and participation in many schools have grown considerably in recent years, and the time has come to see how schools can be improved with local partnership-based management.

But I am here today to address vocational education as specified in H.R. 7. In recent years, Federal vocational/technical legislation has targeted specific purposes and specific target groups. The Carl D. Perkins Vocational Education Act of 1984 has two major purposes: (1) to increase the accessibility of vocational education to all persons, especially the handicapped, disadvantaged and other special needs groups, and (2) to encourage program improvement through modernizing, expanding and developing quality vocational education programs.

However, current reauthorization proposals seem to focus on one overriding purpose—to increase the accessibility of vocational education to special populations.

In H.R. 7, 80 percent of a State's Federal vocational education funds would go to local secondary and postsecondary schools. In Hawaii postsecondary schools, 70 percent of the Federal funds would be distributed to schools based on the number of students eligible for Chapter I programs. Thus, in Hawaii, a preliminary review of this application would mean that only eight high schools out of the current 39 would receive the bulk of the State's Federal vocational education funds. Some schools will receive very little funding and would be unable to continue the program improvement and modernization begun under the present Act.

Other concerns which we have with the use of Federal funds being too narrowly focused are: First, set national formulas may actually result in many disadvantaged students not being adequately served. For example, a high school with an enrollment of 500 students with 60 percent meeting economic disadvantaged criteria would receive a significantly higher proportion of Federal funds than a school with an enrollment of 3,000 students with 20 percent of the students meeting the same criteria. There may be a fallacy in believing that the most needy students are concentrated in economically disadvantaged communities.

The second point that I would like to raise is that vocational/technical education has long had an undeserved image of being a dumping ground for academically poor students, students with behavior problems, and being a program for "someone else's children". It is and should be for all students with a wide range of interests and abilities if we are to prepare young people for highly skilled careers in fields such as electronics, nursing, allied health and aviation maintenance technology. We do not want to stereotype the program by catering to certain groups only. We do want to offer those who want and need it the additional support services which will help them compete and succeed in the program.

We believe also that the two current proposes of the Carl Perkins Act should be retained and strengthened. Assistance should be provided based on individual needs with the recognition that all schools have some special needs. We believe that the States should have the flexibility to determine these needs as directed by Congress' priorities, as well as appropriate level of funds to meet these needs.

Now let me turn to and share a little on the coordinating of the vocational/technical education and the employment and training services.

Due to our highly centralized State system of Government services which administers most of the human service programs, we in Hawaii believe that we have succeeded in developing a great degree of coordination. Still, there is room for improvement.

We support mandated coordination between vocational and adult education, and employment and training programs in the reauthorized legislation.

Basically what we are asking for now is—I do agree to the overall State plan, and the coordination boards should be responsible for developing the State coordination plan, with the Governor's approval as a condition for Federal grant application and awards. What we are requesting is two private sector major councils instead of that which is being proposed in H.R. 7, and we have submitted another testimony to that effect.

Finally, the Hawaii State Department of Education supports a set-aside provision for Native Hawaiian programs and requests retention in Senate Bill 1109 as it is in H.R. 7. Your support for these special programs will deeply enhance career opportunities for Native Hawaiians. A separate written testimony, as I said, is being filed.

Thank you again for the opportunity to testify. We are willing to assist the subcommittee in any way possible.

Thank you.

Senator Kassebaum [presiding]. Thank you, Mr. Nagatani.

[The prepared statement of Charles Toguchi presented by Mr. Nagatani (with attachments) follows:]

PREPARED STATEMENT OF CHARLES TOGUCHI PRESENTED BY MR. NAGATANI

Good morning, Senator Pell and Senator Matsunaga, members of the Senate Subcommittee on Education, Arts and the Humanities and staff. My name is Stafford Nagatani and I will be presenting the testimony for Superintendent Charles Toguchi of the Hawaii State Department of Education. Superintendent Toguchi could not be here today due to a change in scheduling of his appearance before this auspicious body, and because Hawaii's schools are beginning to implement School/Community-Based Management, a process to provide shared decision-making at the grass-root level.

Unlike most states, Hawaii's K-12 public school system is a single statewide education system which we feel offers more equal educational opportunities based on school allocations from statewide revenues. However, parent, community, business-industry and student interest and participation in many schools have grown considerably in recent years and the time has come to see how schools can be improved with local partnership-based management.

But, I am here today to address vocational education, which H.R. 7 has abandoned in favor of the term "applied technology." While we may agree with the intent of this name change to emphasize the technical skills and knowledge that students must have in today's technologically-impacted world, we must point out that vocational education also encompasses a range of people service programs -- in health, marketing, office and personal service programs. Perhaps a more recognizable and yet modern name change would be vocational-technical education.

In recent years federal vocational-technical legislation has targeted specific purposes and specific target groups. The Carl D. Perkins Vocational Education Act of 1984 (P.L. 98-524) has two major purposes:

1. To increase the accessibility of vocational education to all persons, especially the handicapped, disadvantaged and other special needs groups; and
2. To encourage program improvement through modernizing, expanding and developing quality vocational education programs.

Current reauthorization proposals seem to focus on one overriding purpose -- to increase the accessibility of vocational education to special populations. In H. R. 7, 80 percent of a state's federal vocational education funds would go to local secondary and postsecondary schools. For secondary schools, 70 percent of the federal funds would be distributed to schools based on the number of students eligible for Chapter 1 programs. In Hawaii, a preliminary review of this application would mean that only eight high schools out of 39 would receive the bulk of the state's federal vocational education funds. Some schools will receive very little funding and would be unable to continue the program improvement and modernization begun under the present act.

Other concerns we have with the use of federal funds being too narrowly focussed are:

- Set national formulas may actually result in many disadvantaged students not being adequately served. For example, a high school with an enrollment of 500 students with 60 percent meeting economic disadvantaged criteria would receive a significantly higher portion of federal funds than a school with an enrollment of 3,000 with 20 percent of students meeting the same criteria. There may be a fallacy in believing that most needier students are concentrated in economically disadvantaged communities.

- Vocational-technical education has long had an undeserved image of being a "dumping ground" for "academically poor" students, students with behavior problems and being a program "for someone else's children." It is and should be for all students with a wide range of interests and abilities if we are to prepare young people for highly skilled careers in fields such as electronics, nursing, allied health and aviation maintenance technology. We do not want to stereotype the program by catering to certain groups only. We do want to offer those who want and need it, the additional support services which will help them compete and succeed in the program.

- We believe that the two current purposes of the Carl Perkins Act should be retained and strengthened. Assistance should be provided based on individual need with the recognition that all schools have some special needs. We believe that the states should have the flexibility to determine these needs as directed by Congress' priorities, as well as appropriate level of funds to meet these needs.

Let me now turn to and share a little on coordinating of vocational-technical education, and employment and training programs and services.

Due to our highly centralized state system of government services which administers most of the human service programs, we in Hawaii believe that we have succeeded in developing a great degree of coordination. Still, there is room for improvement. We support mandated coordination between vocational and adult education, and employment and training programs in the reauthorized legislation. Of the five programs which are the subject of coordination in H.R. 7, vocational and adult education receives most of their funds from state and local sources whereas the Job Training Partnership Act (JTPA), the Wagner-Peyser (Employment Service) and Vocational Rehabilitation are almost entirely federally funded.

Several proposals combining the advisory councils of these five programs in various ways are before Congress in order to effect this desired coordination. Hawaii's vocational-technical organizations agree that real coordination would have the best chance of succeeding through the proposal that calls for a Coordination Board made up of members of the Boards and Commissions who administer the five programs. This Coordination Board should be responsible for developing a State Coordination Plan for Governor's approval as a condition for federal grant applications and awards.

Two private sector majority councils, one on vocational and adult education, and the other on employment and training services including JTPA, Wagner-Peyser and Vocational Rehabilitation, would advise the Coordination Board. This would seem to be a more viable alternative than the single Council specified in H.R. 7 for the following reasons:

- The mix of private business/industry and government agency representatives on the human investment council in H.R. 7, especially with the private sector in the minority, will be a disadvantage for private sector interests.
- Two private sector majority councils on education, and employment and training services would allow for more specific attention be given to program quality and effectiveness, rather than simply coordination issues which would likely consume the energies of a single council.
- Agency representatives of the programs can be ex-officio if there are many or an agency liaison group could be organized at no additional cost to the program.
- The independence of both advisory councils should be ensured by providing for direct source of federal funding, rather than reliance upon the several programs whom the councils are to advise.

Finally, the Hawaii State Department of Education supports the set-aside provision for Native Hawaiian programs and requests retention in H.R. 7. Your support to reserve .25 percent from the basic grant for Native Hawaiian vocational education programs will deeply enhance career opportunities for this special needs group.

Thank you for the opportunity to testify. We are willing to assist the Subcommittee in any way possible regarding our expressed concerns.

Vocational Programs and Courses Offered by Hawaii's Public Schools

VOCATIONAL EDUCATION COURSE AREAS	HAWAII PUBLIC HIGH SCHOOLS																																							
	HONOLULU							CENTRAL						LEEWARD					WINDWARD					HAWAII								MAUI						KAUAI		
	HSDB*	FARRINGTON	KAIMUKI	KAISER	KALANI	McKINLEY	ROOSEVELT	AIEA	LEILEHUA	MILILANI	MOANALUA	RADFORD	WAIALUA	CAMPBELL	NANAKULI	PEARL CITY	WAIANAE	WAIPAHU	CASTLE	KAHUKU	KAILUA	KALAHEO	OLOMANA	HILO	HONOKAA	KAU	KOHALA	KONAWAENA	LAUPAHOEHOE	PAHOA	WAIAKEA	BALDWIN	HANA	LAHAINALUNA	LANAI	MAUI	MOLOKAI	KAPAA	KAUAI	WAIMEA
AGRICULTURE:																																								
AGRICULTURAL TECHNOLOGY									●				●		●		●	●	●	●				●	●	●	●	●	●	●	●	●	●	●			●	●	●	●
AGRICULTURAL MECHANICS									●						●																	●		●						
COOP. AGRIC. EDUC.																											●	●				●								
ORNAMENTAL HORTICULTURE						●			●				●	●	●	●	●	●	●	●	●		●	●	●	●	●	●	●	●	●	●	●	●		●	●	●	●	●
ELECTRICITY/ELECTRONIC:																																								
ELECTRICAL TECHNOLOGY					●																																			
ELECTRONIC TECHNOLOGY		●	●	●	●	●	●			●	●			●	●	●	●	●	●		●	●		●							●							●		
OFFICE:																																								
ACCOUNTING		●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●		●	●	●	●	●	●	●	●	●		●	●	●	●	●	●	●
BUSINESS MACHINES		●	●			●	●	●	●	●	●	●		●	●	●	●	●	●		●	●			●	●		●		●		●		●		●	●			●
COMPUTER/PROGRAMMING		●	●	●	●	●	●	●	●		●	●	●	●		●	●	●	●	●		●		●	●	●		●		●	●	●	●	●	●	●		●	●	
COOP. OFFICE EDUC.						●	●	●									●		●			●						●			●									●
DATA ENTRY			●							●	●	●	●		●		●			●		●		●													●			
DATA PROCESSING		●	●	●	●	●	●	●	●	●	●	●	●	●	●		●	●	●	●	●			●	●			●	●	●	●	●		●	●	●	●	●	●	●
KEYBOARDING		●	●				●		●	●			●				●			●				●					●				●							
OFFICE PROCEDURES		●	●			●	●	●	●	●	●	●	●	●		●	●	●	●		●	●		●	●			●	●	●	●	●	●	●		●	●		●	●
SHORTHAND		●	●			●		●	●		●	●	●	●	●		●	●	●	●	●				●		●	○				●	●	●		●	●		●	●
TYPEWRITING		●	●	●	●	●	●	●	●		●	●	●	●	●	●	●	●	●	●	●	●		●	●			●	●	●		●	●	●	●	●	●	●	●	●
MARKETING/DISTRIBUTION:																																								
ADVERTISING																	●	●						●																
BUSINESS LAW		●		●		●		●		●	●			●		●			●		●	●		●								●		●						
BUSINESS PRINC. & MGMT.				●						●														●							●	●				●				
COOP. DISTRIBUTIVE EDUC.						●	●	●						●		●	●	●						●				●			●	●		●		●			●	●
MARKETING & DISTRIBUTION							●	●						●		●	●	●	●	●		●		●				●			●	●		●		●			●	●
MERCHANDISING						●											●							●							●					●				
HOME ECONOMICS:																																								
CHILD CARE SERVICE		●	●			●								●					●					●																
COOP. HOME ECON. EDUC.		●																										●												
FOOD SERVICES		●	●			●		●			●		●	●	●	●	●	●			●							●			●	●	●	●		●		●		
TECHNICAL GRAPHICS:																																								
DRAFTING TECHNOLOGY			●				●				●	●	●	●		●		●																●	●					
GRAPHIC ARTS TECH.		●	●	●		●			●					●	●	●					●																			
MECHANICAL:																																								
METALS TECHNOLOGY		●	●														●		●		●		●					●								●				●
POWER & AUTO TECH		●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●		●	●	●		●	●	●
CONSTRUCTION/CIVIL TECHN.:																																								
BLDG. & CONSTR. TECH.		●	●		●		●		●	●			●	●		●	●		●	●	●	●	●	●		●	●	●	●		●	●		●	●	●		●	●	●
OCCUPATIONAL SKILLS:																																								
(MODIFIED COURSES FOR HANDICAPPED)	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●

*Hawaii School for the Deaf and Blind Occupational Learning Center.

ATTACHMENT

Hawaii Department of Education
Carl D. Perkins Vocational Education Act, P.L. 98-524
Four Year Fiscal Allocations Summary

		85-86	86-87	87-88	88-89
TITLE II					
Part A--Special Populations					
Handicapped		321,482	322,941	310,002	311,091
Disadvantaged		668,950	671,987	572,045	657,544
Crimminal Offenders		18,120	18,202	18,680	18,426
Total Part A		1,008,552	1,013,130	900, 728	987,061
Part B--Program Improvement					
		739,974	743,333	901,938	791,064
Total Title II		1,748,526	1,756,463	1,802,666	1,778,125
TITLE III					
Consumer Home Economics		127,302	127,497	126,802	163,072
State Director's Allocation				500	500
Total Title III		127,302	127,492	127,302	163,572
Vocational Education Act P.L. 94-482 Title II, 84-85	1,259,553				
TOTAL ALLOCATIONS (Title II & III)	1,259,553	1,875,828	1,883,960	1,929,968	1,941,697

Vocational Programs Offered by Hawaii's Community Colleges & ETO

PROGRAM AREAS	COLLEGES							
	HAWAII	HONOLULU	KAPIOLANI	KAUAI	LEEWARD	MAUI	WINDWARD	ETO
BUSINESS								
ACCOUNTING	●		●	●	●	●	●	
CLERICAL	●	●	●	●	●	●	●	●
COURT REPORTING			●					
DATA PROCESSING/ENTRY	●		●					
FINANCE							●	
HOTEL OPERATIONS	●		●			●		
INFORMATION & COMPUTER SCIENCE					●			
MANAGEMENT				●	●			
SALES & MARKETING	●		●			●		
SECRETARIAL SCIENCE	●	●	●	●	●	●	●	
STENOGRAPHY		●	●	●	●		●	
TYPIST							●	
VISITOR INDUSTRY				●				
HEALTH SERVICES								
ADULT RES. CARE HOME OPER	●		●					
DENTAL ASSISTING			●					
EMERGENCY MEDICAL TECHNOLOGY			●					
MEDICAL ASSISTING			●					
MEDICAL LABORATORY TECHNOLOGY			●					
MOBILE INTENSIVE CARE TECHNOLOGY			●					
NURSING/NURSES' AIDE	●		●	●		●		
OCCUPATIONAL THERAPY ASSISTING			●					
PHYSICAL THERAPY ASSISTING			●					
RADIOLOGIC TECHNOLOGY			●					
RESPIRATORY THERAPY			●					
FOOD SERVICE								
COMMERCIAL BAKING		●						●
FOOD SERVICE	●		●		●	●		●
PUBLIC SERVICES								
ADMINISTRATION OF JUSTICE	●	●				●		
FIRE SCIENCE	●	●						
HUMAN SERVICES	●	●		●		●		
LEGAL ASSISTANT			●					
OCCUPATIONAL SAFETY & HEALTH		●						
RECREATIONAL INSTRUCTOR					●			
TRADES AND TECHNOLOGY								
AGRICULTURE	●					●	●	
APPLIED TRADES		●						
ARCHITECTURAL DRAFTING TECHNOLOGY		●						
AUTO BODY REPAIR & PAINTING	●	●		●		●		●
AUTOMOTIVE MECHANICS TECHNOLOGY	●	●		●	●	●	●	●
AVIATION MAINTENANCE TECHNOLOGY		●						
BUILDING MAINTENANCE						●		
CARPENTRY	●	●		●		●		
COMMERCIAL ART		●						
CONSTRUCTION								●
COSMETOLOGY		●						
DIESEL MECHANICS	●							
DRAFTING TECHNOLOGY	●				●	●		
ELECTRICAL INSTALL. & MAINT	●	●		●				
ELECTRONICS TECHNOLOGY	●	●		●				
ENGINEERING TECHNOLOGY		●						
FASHION TECHNOLOGY	●	●				●		
GRAPHIC ARTS					●			
HEAVY EQUIP MAINT. & REPAIR		●						
MACHINE SHOP/TECHNOLOGY	●	●						
MARINE PIPEFITTING		●						
PHOTOGRAPHY		●						
REFRIGERATION & AIR COND. TECH		●						
SHEET METAL & PLASTICS TECH		●						
WELDING	●	●		●		●		

Senator KASSEBAUM. Senator Pell had to go to a luncheon, so I will take over. He is sorry he had to leave and extends his apologies.

Ms. Giddis.

STATEMENT OF PAT SCHWALLIE-GIDDIS, SUPERVISOR FOR CAREER DEVELOPMENT, BUREAU FOR CAREER DEVELOPMENT, STATE OF FLORIDA, TALLAHASSEE, FL, ON BEHALF OF AMERICAN ASSOCIATION FOR COUNSELING AND DEVELOPMENT

Ms. Schwallie-Giddis. Good morning.

My name is Pat Schwallie-Giddis, and I am the supervisor for curriculum services at the Bureau of Career Development in the Florida Department of Education.

Before I begin, I would like to ask that my full statement be included in the committee's hearing record.

Senator KASSEBAUM. Without objection.

Ms. Schwallie-Giddis. Madam Chairman, I speak to you as a representative of the 57,000-member American Association for Counseling and Development. This organization includes the National Career Development Association, a group which has been at the forefront of career guidance and counseling issues and vocational education for the last 75 years. Currently, I serve as the government relations chairman for that association.

Career guidance and counseling skills are in demand now more than ever before. With rapidly changing technology and an increasingly competitive world economy, it is imperative that the United States do its best to prepare the next generation of workers. In fact, in the 1987 American College Testing Service needs assessment of 32,000 students, the three highest-ranking needs were related to career information and planning. And in the 1987 Gallup Survey, 62 percent of those in the current work force said they had no career plan at all when they began they very first job.

We must aggressively pursue how best to prepare those who will enter the world of work from now through the 21st century, and we need to ensure that certain services are provided to those who pursue education through a vocational program.

Over the years, career guidance and counseling has proven successful in assisting individuals in selecting educational choices and developing employability skills. There are many areas in which career guidance and counseling can play a significant role in responding to the needs of individuals—for example, improving academic involvement and performance, increasing work skills, and improving preparation and planning for careers.

Career guidance and counseling must be practiced as a comprehensive and developmental program. In addition to assisting individuals with occupational choice, it develops competencies in self-understanding, decisionmaking, goal-setting and planning so that lifelong career development is realized.

A comprehensive career guidance program can be instrumental in resolving many of the problems faced by individuals, and it has been demonstrated that such programs help individuals develop healthy self-images and increase their knowledge about work and education.

On a national scale, guidance and counseling must include increasing numbers of highly-trained guidance personnel, including certified professional counselors and career development specialists, who will ensure success in a variety of services such as developing decisionmaking and career planning skills, activities which reflect an individual's interest and the realities of the current and projected education and work opportunities, using career and labor market information, exposure to the world of work and work-related employability skills, and assistance in transitioning from school to work.

In the Carl Perkins Vocational Education Act, career guidance and counseling is referenced throughout the law. The specific recommendations of our organization are listed at the end of our testimony. However, I would like to highlight a few of our requests.

A comprehensive career guidance and counseling program, Title III, Part D. Because guidance and counseling has proven successful in assisting individuals with career development and job preparation, this title has the ability to better focus these activities. In order to carry out such a mandate, however, AACD recommends that the authorization of appropriations be raised to $30 million in order to adequately provide those funds which support those services.

Included in the last reauthorization was a "hold-harmless" provision which provided that expenditures for career guidance and counseling from Title II and Title III, Part D would not be less than the amount spent in fiscal year 1984. We would ask that the "hold-harmless" be amended to fiscal year 1988.

In regard to transitioning vocational education into the world of work, the development of career information delivery services will help to provide the best information on career options, labor market data, transitions to work, and an understanding of what the world of work entails. We encourage the committee to include the development of career information delivery systems as an authorized activity in the law.

The American Association of Counseling and Development would also ask the committee's consideration of language mandating that not less than 20 percent of the sums available under Title III, Part D, be used for research and demonstration projects.

In order that training and technical assistance activities to support comprehensive career guidance and counseling programs are funded, we request that the National Occupational Information Coordinating Committee be funded at a floor level of $6 million. They have been very instrumental in working with the guidance professionals to develop competencies for students.

It is important to maintain sufficient State governance and support to enable leadership, monitoring and technical assistance to ensure the effective establishment of career guidance and counseling programs and to improve successful practices at the local level. This State leadership is especially important to States with rural and small school districts. We encourage the committee to provide such direction in the reauthorization so that the State-level support for these activities is maintained.

I appreciate your time. Thank you.

Senator **Kassebaum**. Thank you very much, Ms. Giddis.

[The prepared statement of Ms. Schwallie-Giddis follows:]

American Association for
Counseling and Development
5999 Stevenson Avenue Alexandria Virginia 22304 703/823-9800

Serving the counseling,
guidance and human
development professions
since 1952

PREPARED STATEMENT OF PAT SCHWALLIE-GIDDIS

Good Morning.

Mr. Chairman and members of the Senate Subcommittee on Education, Arts and Humanities, my name is Pat Schwallie-Giddis and I am the Supervisor for Curriculum Services at the Bureau for Career Development in the Florida Department of Education.

Before I begin, I would ask that my full statement be included in the Committee's hearing record.

Mr. Chairman, and members of the Subcommittee, I speak to you as a representative of the 57,000 member American Association for Counseling and Development.

Included in our organization is the National Career Development Association, a group which has been at the forefront of career guidance and counseling issues in vocational education for more than 75 years. Currently, I serve as the Government Relations chair for NCDA.

Mr. Chairman, career guidance and counseling skills are in demand now more than ever. With rapidly changing technology and an increasingly competitive world economy, it is imperative that the United States do its best to prepare the next generation of workers. In fact, in a 1987 American College Testing Service needs assessment of 32,000 students, the three highest ranking needs were related to career information and planning. Also, in a 1987 Gallup Survey, commissioned by NCDA, 62% of those in the current workforce said they had no career plan at all when they began their first full time job.

The United States can no longer afford to watch productivity slide downward. Rather, we must aggressively pursue how best to prepare those who will enter the world of work from now through the 21st century. We need to ensure that certain services are provided to those who pursue vocational education.

Over the years, career guidance and counseling has proven successful in assisting individuals with their career development, educational choice, and employability skills. There are many areas in which career guidance and counseling can play a significant role in responding to the needs of individuals. For example: improving academic involvement and performance; increasing work skills; and improving preparation and planning for careers.

Career guidance and counseling must be practiced as a comprehensive and developmental program. In addition to assisting individuals with occupational choice, it develops competencies in self-understanding, decision-making, goal-setting and planning so that life long career development is realized.

Comprehensive career guidance can be instrumental in resolving many of the problems faced by individuals, and it has been demonstrated that such programs help individuals develop healthy self images, view the future with realism, and increase their knowledge about work and education.

On a national scale, guidance and counseling must include larger numbers of highly trained guidance personnel, led by certified professional counselors and career development specialists, who will ensure access to a variety of services such as:

- Counselor-assisted decision making and career planning

- Activities which reflect an individual's interest and the realities of current and projected education and work opportunities

- Exposure to career development skills

- Career and labor market information

- Exposure to the world of work and work-related employability skills

- Assistance in transitioning from school to work

In the current Carl Perkins Vocational Education Act, career guidance and counseling is referenced throughout the law. The specific recommendations of our organization are listed at the end of our testimony. However, I would like to highlight a few of our requests:

•Comprehensive Career Guidance and Counseling (Title III, Part D). Because guidance and counseling has proven successful in assisting individuals with career development and job preparation, this title has the ability to better focus these activities. In order to carry out such a mandate, however, AACD recommends that the authorization of appropriations be raised to $30 million in order to adequately provide those funds which provide such services.

•Hold-Harmless. Included in the last reauthorization was a "hold harmless" provision (Title I, Part B, Section 113) which provided that expenditures for career guidance and counseling from Title II and Title III, Part D would not be less than the amount spent in fiscal year 1984. We would ask that the "hold harmless" be amended to fiscal year 1988.

•Career Information Delivery Systems. In regard to transitioning vocational education students into the world of work, the development of career information delivery services will help to provide the best information on career options, labor market data, transitions to work, and understanding what the world of work entails. We encourage the Committee to include the development of career information delivery systems as an authorized activity in the law.

·Student Outcomes. AACD would also ask the Committee's consideration of language mandating that not less than 20 percent of the sums available under Title III, Part D, Section 333 be used for research and demonstration projects which demonstrate student outcomes.

·NOICC. In order that training and technical assistance activities to support comprehenisive career guidance and counseling programs are funded, we request that the National Occupational Information Coordinating Committee be funded at a floor of $6 million.

·State Support for Guidance and Counseling. It is important to maintain sufficient state governance and support to enable leadership, monitoring and technical assistance to ensure the effective establishment of career guidance and counseling programs and to improve successful practices at the local level. This state leadership is especially important in states with rural or small school districts. We encourage the Committee to provide such direction in the reauthorization so that state level support for these activities is maintained.

Mr. Chairman, and members of the Committee, I appreciate the time you have given me to present the views and concerns of AACD and NCDA, and I want you to know that the career development and counseling community stand ready to assist as you reauthorize the Carl Perkins Vocational Education Act.

Thank you.

Recommendations for Career Guidance and Counseling Provisions in the Carl D. Perkins Vocational Education Act Reauthorization

Career guidance and counseling has been shown to improve academic and vocational success. Here are the recommendations of the American Association for Counseling and Development and the National Career Development Association.

1) **Title I, Part B, Section 113(b)(15)**

•Amend the "hold harmless" to Fiscal Year 1988 which will assure that expenditures for career guidance and counseling will not fall below the amount spent in that year.

2) **Title III, Part D, Sections 331-333**

• Retain the part titled, "Comprehensive Career Guidance and Counseling," but raise the authorization to $30 million.

3) **Title III, Part D, Section 332 (b)(2)**

•Add the phrase, "career information delivery system development," as one of the services and activities.

4) **Title III, Part D, Section 332 (after item (c))**

•Add item (d) which provides not less than 20 percent of the sums available in this section to be used for research and demonstration projects which demonstrate student outcomes.

5) **Title IV, Part F, Section 451 (b)(2)**

•Increase the authorization level for NOICC to "not less than" $6 million.

6) **Title V, Part B, Section 521 (4)**

•Retain the definition for career guidance and counseling.

7) **State leadership for career guidance and counseling activities**

•Maintain authorization for state level funding of career guidance and counseling, especially in regard to technical assistance, curriculum development, planning, and personnel training for local education agencies.

Information on Career Guidance and Counseling

Prepared by the American Association for Counseling and Development

What is career guidance and counseling?

It is the practice, by trained counseling and human development professionals, which assists people with:

- Transitions from school to work and into new careers
- Assessments of aptitudes and interests
- Decision making, goal setting, planning
- Informed occupational choice/career development
- Self understanding/interpersonal relations

What does career guidance and counseling provide to students of vocational education?

- Self assessment
- Career decisions
- Career awareness
- Work experience
- Coping with work
- Work options
- Job placement
- Job progression
- Self concept
- Career planning
- Career exploration
- Employability
- Economic realism
- Training options
- Follow through
- Special transitions

What is provided through career guidance and counseling?

- Career and labor market information
- Developmental sequence of self awareness activities
- Realization that career development results in life and work success
- Decision making and career planning
- Exposure to positive adult work role models and skills
- Professional assistance in transition periods

What is the overall impact of career guidance and counseling?

- Improved school involvement and performance
- Personal and interpersonal work skills
- Preparation for careers
- Career planning skills
- Career awareness and exploration

What is meant by comprehensive and developmental counseling?

- Comprehensive counseling is a program which provides a full range of activities and services.
- Developmental counseling involves a planned program, provided on a regular basis, which assists individuals in career competencies.

For more information, contact Richard Yep, AACD Government Relations, 202-543-3030

Senator KASSEBAUM. Dr. Michie.

STATEMENT OF DR. JACK MICHIE, VISITING PROFESSOR IN TECHNOLOGY, ARIZONA STATE UNIVERSITY, SCOTTSDALE, AZ

Dr. MICHIE. Thank you, Senator Kassebaum.

My name is Jack Michie, and I am a Visiting Professor at Arizona State University. That is what they call people who are considered "almost over the hill"; you go from there to emeritus. I have not made that yet, but I bring to you close to 40 years of experience at all levels in vocational education and education in general. So I have no vested interest now, and I think I can speak from a position of not looking to have more money pumped into my area—unless you want to put it into retirement programs, and I think that I'd find a lot of objection to that probably around here.

Anyway, I have been through the arena of asking for more for me—"me" being my general area of interest, which is vocational education—and now that I am past that, though, I think I can give you some insights into some of the things that are about to confront you in this legislation.

I think if you look at the newspaper every day, you see that we are falling further and further behind in technology. And I think that vocational education, or vocational/technical education, can do something about that and has been doing something about it right along.

First of all, I think we need strong State leadership. Most of what has happened in industry today is from the top down. If you look at Lee Iaccoca and what happened to the Chrysler Corporation, I think it is an example of what is happening nationwide in industry, and I think the same kind of thing needs to happen at State levels, and is happening to a large extent at State levels in State government. You cannot cause things to happen on a statewide or a national basis, if you look at just local programs without any oversight.

We have to move from a purely industrial type of age and program improvement to a dynamic and technological age. And Federal formulas do not work in this arena. Specific targets designed into the legislation are great. I think you need those. But a Federal formula for disbursing funds is different for every State in the Union. If you look at the poverty areas in the State of Arizona where I come from, you would have to look first at the Navajo Indian reservation. That is where a lot of poverty exists; a lot of lack of education exists. And if you take a Federal formula to address the problems of Arizona, that is where you are going to put the money, and you omit places like Ash Fork and Casa Grande and small communities that are highly rural and have small pockets of poverty, but do not necessarily fit the formula.

So I really strongly recommend against formula funding at this level. I think at the State level, they can develop formulas if that is what is necessary to target the funds into the proper areas.

I think there is a great deal needed in professional development. As technology advances in the United States, I think qualified personnel diminish. And if you look around, you will see that we have fewer and fewer qualified teachers in the classrooms because the supply is no longer there; the supply has been cut off. EPDA, for example, funded great numbers of highly-qualified people to go into the profession of vocational education. EPDA no longer exists, and those fellows are no longer being turned out of the senior institutions.

The teacher force is aging—and I am an example of that—but getting old is not for sissies, I'll tell you that. They are unprepared to cope with the advancing technology, and I think we need to do something about that.

I think that the State needs to come up with the money along with the Federal money, and I think the way that you do that is specify in the legislation: States, you have to match it dollar-for-dollar, and you cannot diminish your ongoing programs to do that; you have to put a line item in the budget and say that is for vocational education, and it matches the Federal buck.

There are more ways of going around Federal matching funds that you could ever imagine, and I would be happy to elucidate if you would like me to.

You also have to remember that some people are not going to be served. If you remember the book, "The Cruel Sea", the captain was faced with the issue of whether he stopped to pick up survivors and risk being torpedoed, or went on and left them there and saved what he could save. He went on and left them there and saved what he could save. You have to encourage innovation.

You have to break the current paradigm in vocational education. That is not going to be easy. At ASU this summer and last summer, we brought in about 40 teachers who did not know where the switch was on a computer, and in three weeks we sent them back to their high schools knowing not only where the switch was, but they could handle things such as application software, Lotus 1, 2, 3, Wordperfect; we taught them about writing skills; we taught them about math skills, physics skills, and all of these things were integrated into a program for teachers and counselors, and we had them all there, participating in what we call a real integrated program.

Then I think you need to bring us down lower in the system. We cannot afford 40 percent dropout rates. We lose them early. We have got to start with them early or we are going to continue to have those kinds of problems.

I would ask also, Senator Kassebaum, that my full statement be included in the record.

Senator **Kassebaum**. It will be.

Thank you, Dr. Michie.

[The prepared statement of Dr. Michie follows:]

PREPARED STATEMENT OF DR. JACK MICHIE

Senator Pell, Members of the Committee:

My name is Jack Michie. I am a Visiting Professor at Arizona State University, and I speak from a background of experience that spans nearly forty years in vocational/technical education and manpower development.

First, I wish to express my appreciation for this opportunity you have given me to share my opinions with respect to this critically important legislation. Please know that the leadership this committee gave to the Carl D. Perkins Legislation in 1981 was excellent, and many of the very excellent programs that grew out of that legislation are producing results which are very worthwhile and represent major strides in advancing instruction into a rapidly growing technological age. A principal defect is that information about the success of these programs has not found its way back to this and other appropriate committees, or the Legislature as a whole. This lack of information feedback has resulted in a substantial misunderstanding in terms of the efficacy of vocational education, particularly those efforts directed at program improvement.

Certainly, one must understand that things are not as they were even a short time ago. Virtually every day the news media is replete with stories that tell how the United States is falling behind in technology, and how our work force is unprepared to compete in a world marketplace. Our balance of trade figures are a testimonial to this unpleasant fact. It is also a fact that there is no other system other than vocational/technological education which is prepared to meet the challenge of preparing a technologically competent workforce together with those students who will proceed to engineering technology, medical technology, chemical and bio-technology, and other technologies perhaps not as yet conceived.

Within the context of accommodating dynamic change, and recognizing that we are of necessity competing in a global economy, I offer the following suggestions:

STRONG STATE LEADERSHIP

Most of the technological growth within business and industry has taken place through top levels of management leadership. There is no reason to exempt state leadership from this role. Certainly this has been the case within Arizona. The State Department of Education has provided excellent leadership in all aspects of development. This must continue if progress is to be expected. Strong state leadership and accountability should be a mandate.

PROGRAM IMPROVEMENT

Given the dynamics of the changing world of technology it becomes obvious that measures must be taken to keep programs and all of the players on the cutting edge of modern development. In essence there must be a continually changing paradigm that guides development of education and training so that what is being done within the greater educational community is resonant with modern technology. This requires developmental efforts involvihg the business and industrial community,with the educational community in a unified effort directed at program development and improvement which will ensure that we move from a purely industrial age to a dynamic technological age. Program improvement funds have helped advance vocational/technical education in the past and they are even more important now with the accelerated pace of our technological society.

TARGET POPULATIONS

It makes a great deal of sense for Congress to specify target populations and to define them very specifically. These populations would be the benefactors of programmatic funds designed to attack specific problems within the educational system. For example, in the past funds have been directed toward the economically disadvantaged and handicapped to address problems confronting these groups within the educational system. Care should be taken, however, not to allocate these funds on a Federal formula basis. Such formulas have not worked in the past, and there is no evidence which would lead one to believe they will work in the future. Quite simply the needs one finds within different states are very dissimilar in most respects, and federally mandated formula grants can not possibly apply equally in each of the fifty states.

There exists a perception that many of the target populations have not been well served in the past under federally mandated formulas and there is no reason to believe that a continuation of such a policy would improve the situation. It is strongly suggested that the allocation of resources be directed by the states, guided by the Congressional target population designation, with proper accountability and reporting, and that there be no federal formulas directing resources. States are in a far better position to identify areas of need than could ever be determined by a formula that does not recognize individual population differences among states.

PROFESSIONAL DEVELOPMENT

As technology advances the supply of qualified personnel diminishes. It is absolutely essential that programs of professional development be instituted. At present virtually every state institution of higher education has severely cut back on training competent teaching staff in technologies of every category. Both pre-service and in-service programs are desperately needed. As a nation we are faced with a teacher force that is aging and unprepared to cope with the challenges of advancing technology.

New ways must be found to attract competent young professionals into the teaching ranks, and to upgrade those who currently make up the teaching force. Unless this problem is addressed immediately, there is little hope that a technically competent work force will ever be trained in this country.

ECONOMIC DEVELOPMENT

The primary mission of vocational/technological education must be "... to make the United States more competitive in the world economy by developing more fully the academic and occupational skills of all segments of the population..." The mission cannot be to replace programs which are directed toward structural societal problems such as poverty, unemployment, equity, or others which are usually the target of major federal effort. It is reasonable to assume however that quality programs of vocational/technological education will serve to reduce dropout rates and generally advance the level of employability. Thus, the flow of economically disadvantaged into the pool of poverty will be reduced dramatically by keeping kids in school and giving them the skills necessary to compete in a technological society.

Further, the business and industrial community must be drawn into the development process to keep programs current in a rapidly changing environment. They must be provided with incentives to attract talent in the classrooms, provide technical assistance, work place experiences for learners, and laboratories for economic development.

STATE AND LOCAL EFFORT

While one would like to believe that states match on a dollar for dollar basis all federal funds, this is simply not the case. There are more creative ways of determining match than one can logically imagine. The likelihood of enough funds becoming available to completely meet the need is remote. However, it recommended that states be required to match federal funds on a dollar for dollar basis as a line item in the state budget. The entire combined resource then to be managed by the sole state agency which would also be fully accountable for all expenditures and results.

It must also be recognized that given the proposition of probable inadequate funding, all populations will not be served. It makes no sense to partially fund a program if full funding is the only way success can be accomplished. An analogy would be that if there were 100 starving people and only food to ensure the lives of 80, the choice is obvious. Save 80, or attempt to spread the food to all and lose the 100. It should be recognized that some will suffer.

ENCOURAGE INNOVATION

Change is painful. This has been a recognized fact for many years. Thus, there is a tendency to retain the status quo, working or not. If change is to occur, incentives must be provided to encourage innovation. The existing paradigm must be broken; terminal education is like terminal cancer, it leads to an early end.

Innovations such as year around schools, integrated instruction, external laboratories in the work place, drawing on teaching and technical staff from other than traditional sources, changing the delivery system, and volunteerism are samples worthy of consideration.

The fact is that substantial change seem necessary in light of the fact that the existing delivery system is currently under constant attack. The world has changed, the system must also change if it is to survive, if we as a nation are to survive in a world economy. We have already slipped from first place, all of us would like to recapture that position, and there must be a commitment on the part of all if this is to be accomplished.

PARTICIPATION

In the past participation in the delivery of vocational/technological education has been restricted to certain eligible categories of program and deliverers (ie. 11th and 12th grade two hour job specific classes, community college job preparation programs). This must not continue. The states should have discretion with respect to program and delivery. They should be able to decide where they can get the "biggest bang for the buck". The problem begins somewhere at the elementary school level when youngsters become disenchanted with school which leads to dropping out. If the problem is not addressed at early stages where intervention is likely to be positive, then it is not likely that the talent will be developed to become the work force of the future and can be said to be superior to any in the world.

Senator **Kassebaum**. Ms. Giddis, I'd like to start with you just because I am not as familiar as I should be with the counseling program. I was curious as you were talking as to what the relationship is to the vocational-technical schools and if there is coordination between the counseling programs done in the vocational-technical school and the high school. What is your delivery service there?

Ms. Schwallie-Giddis. We do have counselors, of course, in the high schools and in the vocational-technical centers. In some of our districts—in Florida, as an example—we do have articulation committees. We would like to promote more of that kind of thing. Also, we have a group of people in Florida that we call occupational specialists who do a lot in terms of working between the secondary schools, business and industry and the vocational centers. We don't do nearly as much of that as we should, but the vehicle is there in place to do that.

Senator **Kassebaum**. Is the vocational-technical counseling set up similar to the high school counseling?

Ms. Schwallie-Giddis. Of course, their emphasis is more on getting students directly into those vocational programs. They do have more emphasis on, I think, assessment and getting them into a program, and also many of them do have the responsibility of job placement, so they work more as placement as well as counseling.

Senator **Kassebaum**. How do you see the role of the counselor? If there is a good coordination between high school counselors and the vocational-technical schools—if it is an area school, for instance—can counselors help make sure that there are no students that fall through the cracks?

We heard the other panel talk a lot about how we catch the students that are falling through the cracks.

Ms. Schwallie-Giddis. Well, certainly that is a real issue. As a matter of fact, I can speak for what we are doing in Florida. We have proposed something called the "Blueprint for Career Preparation" where we are developing articulation committees that have people from the elementary, middle, high school, vocational school, community college, university and business and industry, so that we try not to have that happen and to develop a system that will make sure that we are keeping track of all students. But it is an area we have a lot of work to do on; there is no question about that. There is a great need there.

Senator **Kassebaum**. That seemed to be what I was hearing; the panel is somewhat divided on the question of the set-asides and whether they should be maintained in the Federal legislation or whether we could move toward more flexibility and accountability at the State level.

Ms. Nichols, let me ask you, do you fear that if it is not set out in the Federal legislation in the reauthorization that these needs will not be met at the State level?

Ms. **Nichols**. I think the special set-asides in the Federal legislation are very, very important. I think the evidence shows—and I can agree with the prior panelists—that special identification is indeed needed.

I would like just to comment on the counseling articulation and development. The Career Development Guidelines Project of the National Occupational Information Coordinating Committee attempts to set up a system for developing standards and guidelines from K through adult for counseling and guidance, and this would apply for every setting whether or not it is a high school, a vocational education center, prison, vocational rehabilitation. So that interest in articulating this relationship at all levels of guidance counseling is a major project of the NOICC/SOICCs.

Senator KASSEBAUM. Let me go back just a moment to the set-asides, because the first panel said that they felt that much of the money really was not getting to those who really needed it, but rather getting lost in the process. Is this a concern that any of you would share?

Ms. NICHOLS. I have heard that—some people have said because the set-aside amounts are small, that it did not really work. I think part of the problem is that in some instances in poor communities, the requirement for matching funds has meant that they have not used set-aside and turned that money back to other communities.

So I think if that issue of the matching funds could perhaps be resolved along with the set-aside issue that we could still identify those populations.

Senator KASSEBAUM. I think, Dr. Michie, you spoke to that in saying that there should be no formula funding.

Dr. MICHIE. No formula funding. About the set-asides, I have no brief with the set-asides. I think that the set-asides are absolutely necessary. But the set-aside in an absolute funding manner is the problem. If you ask the States—or demand—that the States put in as much money at least as the Federal Government is putting into the programs, and no way to duck that—and there are a lot of ways to duck it, Senator; if you'd like to know some of them, I'd be glad to share that information with you—then say you must meet the needs of certain populations, then know where those populations are, and they can go after them. But the set-asides oftentimes are restrictive because they say you can only put 2 percent here—and that's all they put there, 2 percent, because that's a set-aside—where they really ought to be putting 18 percent, and they would put 18 percent if it weren't for the set-aside.

So I think it is important that you have designated target populations, but not designated by formula, because that is where the problems arise.

The same thing happens in secondary education. It used to be that eleventh and twelfth grade qualified for the funds, and they had to be two-hour programs to qualify for vocational education funds. That is ridiculous. The problem starts way before that, and 40 percent dropout rates start way before that.

So you have to have the flexibility within the States to address the problem, and that is where I emphasize the part about strong State leadership as opposed to trying to formulize the program.

Senator KASSEBAUM. I think you are exactly right as far as leadership. Whether we create a super council or we maintain separate councils, it all comes back to the people involved, and you cannot legislate strong leadership. You cannot legislate a council that is going to devote a great deal of time to making it work. That is really, I think, a key to the success of any initiative that is going to have some flexibility, that is going to enhance the professionalism of the whole vocational-technical program.

Mr. Nagatani.

Mr. **Nagatani**. I would also respond in terms of the set-aside. Definitely in Hawaii, we feel as though it is an important part to reach the special target groups. What I was alluding to in terms of flexibility in allowing the States is that we do have differing needs, and we were fortunate in a way to have a surplus in the State treasury, and therefore we have been giving a lot more funds to the vocational-technical programs in Hawaii, and we do provide quite a bit.

But on the other hand, as we were saying, we wanted the flexibility in the area of the current legislation in specifically Title II, Part B, that does provide and promote the program improvement portion to strengthen or modernize the particular vocational education program. That is specifically what we are addressing in terms of flexibility.

Senator **Kassebaum**. The program improvement.

Mr. **Nagatani**. Yes.

Dr. **Michie**. I say amen to that. Program improvement is absolutely necessary.

Senator **Kassebaum**. I know, in some of the field hearings a lot of the testimony has emphasized program improvement. Many would like to be able to use more for equipment and so forth in the enhancement of the program.

Again, how we allocate funds to one effort or another—that is really what these hearings are about.

If anyone else has any other comments, welcome; if not, I certainly appreciate very much—we all do as a committee—the testimony.

Dr. **Michie**. Senator, I would only add that I will be happy to work with the committee or any designee of the committee in developing any of this legislation.

[Additional material supplied for the record follows:]

PREPARED STATEMENT OF SENATOR ORRIN HATCH

I appreciate the presence of these individuals at this hearing today. I know that all of you have worked hard to make this program as successful as it is. I look forward to hearing your views on how this legislation can be changed to make the programs even more successful.

As you know I am a strong supporter of the Carl Perkins Vocational Education Act. I believe that the increased attention given to vocational education has paid off. In Utah, vocational education and job training people are trying to work together more closely. I encourage this effort in every state.

Business is much more involved with vocational education today than it was five years ago. Business is also much more involved with education at every level than it was five years ago. These business\education partnerships need to be encouraged and enhanced.

Senator Hatch

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I also commend you for your ability to mainstream the handicapped and the disadvantaged into vocational education. This has been accomplished by vocational education at a higher rate than in regular school programs. This access for the disadvantaged and handicapped is very important if we are to allow every individual to progress to the maximum degree possible in our educational system.

We also need to remember that vocational education is important for every individual in society. I understand that approximately 97 percent of our students take one or more vocational classes during their school experience. This is a great achievement. I think it shows the broad acceptance of vocational education in the world today.

I look forward to hearing your comments and concerns.

ILLINOIS COUNCIL ON VOCATIONAL EDUCATION

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GERALD W. SCHMIDT, Chair
Training & Public Affairs Manager
Caterpillar, Inc.
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PETER JOHNSON
Executive Director
CAROL J. MOELLMAN
Assistant Executive Director

MEMORANDUM

TO: Senate Labor and Human Resources Committee

FROM: Peter Johnson, Executive Director

DATE: July 18, 1989

The Illinois Council on Vocational Education has spent considerable time discussing the pending reauthorization of the Carl D. Perkins Act. As a result of our discussion, we would like to ask your support on the following recommendations.

1. Make a title change which includes the word "technical." The Act should read, "Carl D. Perkins Vocational Technical Education Act."

2. Require some type of systematic data collection by states who choose to receive monies through this Act. We presently have limited financial accountability requirements in the Act.

3. The Act needs to address the training and retraining of academic and vocational teachers and counselors to assist them in becoming more aware of what the workforce will need in the nineties. Presently, we have many professionals who are not able to relate to the rapidly changing technology that has taken place in our businesses and industries. It is as important that academic teachers relate their courses to the world of work, as it is that vocational teachers include basic skills in their curriculum.

4. We feel that the state needs more flexibility in addressing special populations. The present breakdown of the 57% monies doesn't always fit state needs. These funds should be reserved to assist persons with special problems, such as those with handicaps or economic and academic disadvantages, gain access to vocational-technical education.

5. The role of vocational-technical education needs to be defined with special emphasis on how it will address our nation's economic growth, training and retraining the people going into the workforce.

6. More emphasis needs to be placed on the integration of academic and vocational programs.

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Manager, Education & Small Business Departments
IL State Chamber of Commerce
Chicago

Hartzel L. Black
Dean, Correctional Education
Vienna Correctional Center
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Ronald Borelli
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James E. Denny
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7. There is a strong need to strengthen articulation between the secondary and postsecondary institutions. States should be required to address this in their institutions as a plan for vocational technical education. The Tech Prep bill submitted by Congressman Ford would do much to encourage this, as well as stress academic skills through vocational programs.

8. There should be a stronger relationship between the Carl Perkins Vocational Education Act and the Job Training Partnership Act. This can be done by requiring states to submit a plan for training its workforce rather than two plans which sometimes are not compatible. Requirements and time lines should be similar in both laws to facilitate cooperation. Services and responsibilities should be identified to avoid duplication and conflict. The plans or plan should be a state planning document and not merely for compliance with federal law.

9. State Councils should be maintained with about the same blend of membership and number, and continue with the responsibilities as identified in PL 98-524, with two additions. All State Councils should be appointed by the Governor in all states. State Councils should be involved in all phases of the state plan and have sign off responsibility before it is sent to the U.S. Department of Education.

   The recently passed House bill for the Carl Perkins Act, H.R. 7 replaces the State Council for Vocational Education with a human investment council. The major function of the human investment council would be advising the Governor on the coordination of services and resources across five federal laws; certainly a responsibility of great magnitude. The Illinois Council's concern is that the private sector's autonomous evaluation and oversight will either be eliminated under H.R. 7 or be unaccomplishable due to a conflict of interest since the human investment council includes a number of state and local program deliverers.

   Given the points briefly addressed above, the Senate should reconstitute the Job Training Coordinating Council into the State Human Investment Council to advise on methods of coordinating services and use of funds and resources for applicable programs. The Senate should also reconstitute the Council on Vocational Education into a State Commission on Education for Employment. This commission would provide autonomous citizen evaluation of the outcomes, effectiveness and benefits of each of the five applicable programs toward achieving integration benefiting the client.

   We do not consider this recommendation one of preserving self interest but one of accountability. First, this suggestion establishes a "check and balance" system in each state. Second, goals can be accomplished for the same cost. Third, the private sector is kept involved in an autonomous oversight function; and fourth, business, industry and labor continue to donate their time toward improvement of education and training to increase economic competitiveness.

10. Strong state leadership is integral to overall program improvement in vocational education. While the bulk of assistance should go to local educational programs and students, sufficient funds must be available to the state for statewide services assuring consistency in local program development, teacher education, student organizations, the development and implementation of performance standards, curriculum development, research, and model program demonstrations.

11. The Perkins Act should strengthen the public federal-state-local partnership while maintaining important private sector relationships with business, industry, and labor. Legislation must assure the availability of federal expertise to assist state and local programs and to guarantee that congressional intent is enacted. At the same time, business, industry, labor, and education leaders with specific experience in vocational education must continue to provide focused advice for federal and state governments through the National Advisory Council on Vocational Education and State Councils on Vocational Education.

12. Any federally prescribed means of distributing funds within states must be fair to urban, suburban, and rural areas and to existing programs of quality such as area vocational-technical schools.

13. Congress must support improvement of the total vocational education enterprise. The image of vocational education can only be improved by upgrading the substance of our programs.

14. It is essential to continue to maintain match grants. The removal of all match grants will have severe effects on the availability of state and local contributions in future years.

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Herbert J. Grover
Superintendent of Public Instruction

July 13, 1989

The Honorable Claiborne Pell
United States Senate
355 Senate Russell Building
Washington, DC 20510

Dear Claiborne:

Please accept the enclosed testimony to the hearing process for S. 1109; the reauthorization of the Carl D. Perkins Vocational Education Act of 1984. This testimony reflects the position of the Wisconsin Department of Public Instruction as it relates to federal funding for secondary vocational education in our state. We would be pleased to provide additional information or respond to questions of your committee or its staff. Please direct requests for further information to:

Richard Dignan, Director
Bureau for Vocational Education
Wisconsin Department of Public Instruction
P.O. Box 7841
Madison, WI 53707-7841
Phone: 608-267-9244

Thank you for the opportunity to provide input to the reauthorization process and for your committee's consideration of our testimony.

Sincerely,

Herbert J. Grover
State Superintendent

HJG:mb

Enclosure

cc: All Members of the Wisconsin
Congressional Delegation

TESTIMONY FOR THE REAUTHORIZATION OF THE CARL D. PERKINS VOCATIONAL EDUCATION ACT OF 1984
WISCONSIN DEPARTMENT OF PUBLIC INSTRUCTION
July, 20, 1989

Federal vocational legislation, over the years, has directed attention to national concerns as it relates to population demographics and skill needs of the nation's workforce. It has provided incentives to states and their local school districts to address these concerns through modifications, additions, or major redirections of local vocational education programs.

There is a growing consensus that lists the following major national concerns regarding the nation's future workforce:

1. A decline in the number of available workers due to the "baby bust,"

2. An increasing criticism from employers of the lack of basic skills on the part of employees,

3. The need for continuous retraining of workers due to not only the rapid changes in technology but to the impact of global economic competition on the nation's businesses and industries.

4. These same factors require/demand immediate retraining and upgrading of vocational instructors.

5. The compelling need to modernize the curriculum, facilities, and equipment in the nation's vocational classrooms.

6. The need for closer communication and stronger partnerships between the employment and education and training community.

7. The need for vocational education programs to fully serve "at-risk" populations so all citizens have access to gainful employment--increasing the availability of a competent workforce and decreasing the potential demand for welfare or incarceration expenditures.

8. The need to eliminate duplication, promote coordination and articulation, and increase accountability in order to assure effectiveness of the national investment.

These concerns, I am sure, will be part of your deliberation as you prepare legislation to focus the nation's resolve. I wish to comment on the following for your consideration.

COORDINATION OF WORKFORCE DEVELOPMENT PROGRAM

The federal effort can best demonstrate the achievement of coordination of workforce development programs by directing the Departments of Education, Labor, Health and Human Services to provide a coordinated federal policy embodied in all workforce education and training legislation.

Models for implementing the coordinated efforts should be piloted in several states, through incentives to develop successful examples of coordinated programs. In the interim, allowing for maintaining separate councils with coordination criteria is appropriate.

It is unreasonable to expect that one appointed state council as required in HR 7 with very little or no funding for staff can hope to coordinate employment and training policy between a wide variety of powerful state agencies.

SERVING "AT RISK" POPULATION

I believe that "targeted" funding must be required in any future funding formula for federal vocational education. It is the experience of the Wisconsin Department of Public Instruction that local school districts need the incentive of setaside funds in order to energize their effort to serve special needs populations.

Setaside funding should represent a balance between the support services needed by certain target groups and improving the quality of the programs that serve them for occupational skills training. I recommend a balanced 50/50 split in monies for target populations and program improvement.

SIMPLIFY ADMINISTRATION

In terms of accessing the federal funds, I encourage a uniform administrative design. It is important that federal funding distribution mechanisms be consistent. Do not mix entitlement funding with an RFP process. It should be noted that the proposed formula distribution in HR 7 had no significant impact on the amount of federal vocational education dollars accessible to our local school districts.

BASIC SKILLS/OCCUPATIONAL SKILLS INTEGRATION

Any reauthorization of Carl Perkins must demand the full integration of basic skills and vocational education. Since this is a major concern of all, special funding for research and demonstration models must be encouraged along with any requirement for integration.

STATE LEADERSHIP

In general HR 7 constrains the use of federal dollars by state education agencies to support staff and activities which provide leadership and direction to implement federal vocational education efforts. I anticipate that approximately one-half of the current Wisconsin Department of Public Instruction vocational staff will no longer be dedicated to federal vocational education programs and activities.

Wisconsin has taken a pro-active and intense role in providing leadership and technical assistance to our LEAs. Local schools have responded well and our efforts to modernize secondary vocational education are underway. The continued support of state leadership and technical assistance is of primary concern if we are to accomplish the needed change and improvement within reasonable time frames. Our local districts want this support to continue. I urge you to continue to allow up to 20% of the basic state grant to be used for administration, research, technical assistance, curriculum and staff development activities. The reduction of state level assistance in HR 7 will be devastating to the current progress we have made.

ACCOUNTABILITY

In order to support effective administration of federal objectives in vocational education, there must be uniform standards and measures for accountability. It is unreasonable to provide federal funds without uniform nationwide definitions which allow each state and local program to measure its success or failure.

SPECIAL PROGRAMS

I support the retention of the Special Programs defined under the current Carl Perkins Act as Title III. HR 7 introduced a fine idea with the Tech-Prep program which promotes articulation between the secondary and post-secondary institutions. Unfortunately, the current HR 7 Tech-Prep program places all the monies and administrative authority at the federal level. Demonstration grants by the Secretary of Education may not reach local areas where they are needed and will prove to be less effective than state allocations in meeting this need.

I believe the key to encouraging people to seek vocational training to meet the increasing labor market need is through a comprehensive career and guidance counseling program. Therefore, I strongly support the increase from $1 million in the current act to $30 million in HR 7.

In conclusion, I encourage the Senate to incorporate the following recommendations which I also made to the Commission on Workforce, Quality, and Labor Market Efficiency:

.Re-examine the appropriate role and priority of federal educational funding to first deal with areas effected by the increasing globalization of our economy.

.Establish a federal policy which supports the learn to earn concept and transcends bi-partisan politics and agency turf battles.

.Initiate appropriate action to integrate federal policy initiatives and program operations to avoid duplication of services and capture the positive synergism of shared responsibility for outcomes.

Thank you for your consideration

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July 17, 1989

Honorable Claiborne Pell, Chairman
Subcommittee on Education, Arts and Humanities
Dirksen Senate Office Building, room 648
Washington, DC 20510

Dear Senator Pell:

The enclosed testimony, prepared by Dr. Lee Richmond, immediate past president of the National Career Development Association, supports the inclusion of strengthened provisions for career counseling and career development in the reauthorization of the Perkins Vocational Education Amendments.

The members of the Board of Directors of the National Career Development Association appreciate the opportunity to submit this testimony for consideration by you and the members of your subcommittee.

Sincerely,

Niel Carey

E. Niel Carey, NCCC
Executive Director

cc: Senator Mikulski

encl.

ENC/je

NCDA Is Committed To Equal Opportunity In Education And Employment.

TESTIMONY

Prepared for

U. S. Senate Subcommittee on Education, Arts and Humanities

Reauthorization of the Carl D. Perkins Education Act

Presented by

Dr. Lee Richmond, Professor

Loyola College of Maryland

and

Immediate Past-President

National Career Development Association

Mister Chairman and Members of the Committee:

I am Lee Richmond, Professor of Counselor Education at Loyola College of Maryland, and Immediate Past President of the National Career Development Association (NCDA).

My primary purpose here today is to encourage you to include provisions for career guidance and career development programs in the reauthorization of the Carl D. Perkins Vocational Education Act. The specific request, including the increased authorized spending of $30 million for Title III, Part D is included in the enclosed position statement which NCDA has developed in cooperation with several other nation organizations.

The reauthorization of the Carl D. Perkins Vocational Education Act comes at a time when our American society faces a major challenge of being able to compete in an increasingly information-driven, technological world which often functions as a global marketplace. There are several problems that we need to solve, if we are to meet this challenge:

- According to the Bureau of Labor Statistics, the manufacturing productivity of American workers lags considerably behind that of the other industrialized nations.

* The percentage of adults in the United States who are illiterate is considerably higher than the levels of most of the industrialized nations.

* Because of declining birth rates, there will be a shortage of workers in the United States as we approach the 21st century. At the same time, there will be an increase of minorities, women and older persons in the workforce. Historically, these persons have lacked many of the skills needed to enter highly technical jobs.

* The NCDA Gallup Survey, reported in 1988, found that fewer than 40 per cent of American workers had planned for their present job or career. That percentage declined, generally, with the educational levels of the respondents.

These generally accepted data reinforce an important assumption. If the United States is to compete in a global marketplace and maintain the standard of living to which we have grown accustomed, we must (a) increase our productivity, and (b) place greater value on our human resources--workforce--and help them achieve their potential in the workplace. At the same time, we must pay more than lip service to the concept of equality of opportunity in our democratic society. Since the time of Thomas Jefferson, education has been seen as one of the most important elements in our democracy.

There is also a strong relationship between an investment in education and training and increased productivity. This relationship has been portrayed graphically in numerous studies, including the recent reports by the Office of Technology Assessment and the Massachusetts Institute of Technology Commission on Industrial Productivity.

However, as we increase our investment in education at all levels, it will be important to reinforce the link between educational achievement and a better life, including the participation in a satisfying, productive career. The consumers of education and students of all ages already understand that relationship. For example, studies by the American College Testing Program (ACT) show that high school students consistently indicate the need for assistance with career planning and for career guidance. Other studies conducted with funds from the Career Education Incentive Act showed that the inclusion of career-related activities often increased achievement in the basic skills. Several studies over a long period of time have indicated that the need for more and different job skills has motivated adults to seek adult education and training. A recent study at Springfield College, MA, showed that incorporating career counseling in an adult education program for disadvanteged adults, including single parents on welfare, increased the achievement of the participants in six areas.

These studies and others provide a powerful rationale for the inclusion of career development goals in education programs. In addition to providing learners with information about the rapidly changing world of work, career development activities help individuals assess their skills and abilities; acquire skills in making decisions about education and training, work options, and family responsibilities; and learn the skills and attitudes needed to seek, obtain and maintain employment.

The National Career Development Guidelines and related resource materials, which have recently been developed and disseminated, will provide valuable resources to schools, colleges and community agencies to facilitate the incorporation of career development objectives and activities in their programs. The effort that many professionals and organizations--including NCDA--have invested in the development of these guidelines reinforces their importance. The ten states that have started to implement the guidelines is a clear indication of the importance of strengthening the education-productivity relationship with career development programs. These programs can increase access to the equality of opportunity which should be a characteristic of the American dream.

From my personal experience, I could elaborate at length on the importance of career development programs and counseling. I could also tell you about the multitude of training programs, publications and research--including the NCDA Gallup Survey mentioned earlier--that NCDA has produced over the past 75 years to help people prepare for and obtain employment. In the interest of brevity, I will not do that, but I will be glad to respond to enquiries or requests for additional information or detail.

I hope that this information will be of assistance in your deliberations.

Carl D. Perkins Vocational Education Act:
Career Guidance and Counseling Position Statement for Reauthorization.

In order to meet the challenge of building a world class workforce, strong career guidance and counseling must impact on students through vocational education programs. With appropriate support, these programs can make substantial contributions to the social and economic challenges we face today and in the foreseeable future. In our rapidly changing world, youth and adults need comprehensive career guidance and counseling programs to produce career development skills.

In the 1987 American College Testing Service student needs assessment survey of 32,000 high school students, the three highest ranking needs were related to career information and planning. In fact twelve of the top twenty items were career related. This is consistent with surveys over the last two decades which show that students and their parents place an extremely high priority on career development as an outcome of the secondary school experience.

A 1987 Gallup Poll provided evidence that American adults also see the need for career development for themselves. Of all workers now in the labor force, whatever educational route they followed to get there, 62% say they had no career plan at all when they began their first full time job. Sixty-four percent of workers said if they could start over, they would want to consider other career options.

Over half admitted they ended up in their current jobs through chance, circumstances and the advice of others. In the past year 22.9 million adults have been contemplating making career changes.

The contribution of career guidance and counseling programs in responding to these needs are well documented. In the early 1980's, the National Center for Research in Studies for Vocational Education conducted a major review of research on the impact of career guidance and counseling. (Drier and Gysbers, 1989). As a result of participation in career guidance programs and counseling, activities, individuals

- o Improved school involvement and performance;
- o Increased personal and interpersonal work skills;
- o Improved preparation for careers increased career awareness exploration and planning skills.

The preponderance of evidence suggests that career guidance and counseling interventions achieve their intended objective if guidance personnel are given the opportunity and resources.

It also is clear that career guidance and counseling has been successful in assisting individuals in a wide range of subpopulations and settings such as in correctional institutions, JTPA programs, vocational training centers, community colleges and rehabilitation centers.

Position:

To meet these challenges of building the future workforce, NCDA, AVA/Guidance and NASOICC supports the following recommendations regarding reauthorization of the Carl D. Perkins Act.

1. Support "Hold-harmless" (Title I, Part B, State Plans):

   "Sec. 113(b) Each such plan shall --
   ...(15) provide assurances that for each fiscal year, expenditures for career guidance and counseling from allotments for title II and Part D of title III will not be less than the expenditures for such guidance and counseling in the State for the fiscal year 1984 assisted under section 134(a) of the Vocational Education Act of 1963."

2. Maintain Title III, Part D

   Maintain title III, Part D, as a separate, categorical authorization and increase its authorization from $1 million to $30 million beginning in fiscal year 1990.

3. Maintain (Part B - Section 521 (4) Definition)

   The term "career guidance and counseling" means those programs (A) which pertain to the body of subject matter and related techniques and methods organized for the development in individuals of career awareness, career planning, career decision making, placement skills and knowledge and understanding of local, state, and national occupational, educational, and labor market needs, trends, and opportunities, and (B) which assist them in making and implementing informed educational and occupational choices.

4. Add Sec 332 (d)

   Career information delivery system development
   Not less than 20 percent of the sums made available to a state under this part shall be used for demonstration projects/client outcome standards delivered through comprehensive career development, guidance and counseling programs.

5. Fund title IV, Part C add (Sec. 422 (a)(4))

   to continue NOICC training and technical assistance activities to support comprehensive career guidance and counseling programs, especially in areas of career information delivery and use, coordination of federal and state agencies in such programs, and development of programs at the local level to achieve improved career decisions by individuals;

6. Add (Sec. 422(b) (c))

   of the amounts available pursuant to Section 3 (f) for each fiscal year for this part, there should be available in each fiscal year not less than $6.000.000 to carry out the provisions of this section.

Summary

The key lies in helping people understand that we can no longer afford to neglect the career development needs of the American people. Therefore, these national professional associations urge the Congress to support the six points, stated above, in the Reauthorization of the Carl D. Perkins Vocational Education Act.

Planning For and Working in America:

Report of a National Survey

National Career Development Association

TO: Governmental, Business, Labor, and Educational Leaders

FROM: Duane Brown, President

DATE: May 1, 1988

I am pleased to make the results of a poll conducted by the Gallup Organization pertaining to planning and preparation for work, and conditions and activities that influence worker performance in this country available to you as a public service of the National Career Development Association. It has been sent to over 2000 business, educational, and governmental leaders across the country.

The Gallup Organization was commissioned to conduct a survey on various aspects of work in America by the National Career Development Association, the National Center for Research on Vocational Education, and the National Occupational Information Coordinating Committee. However, the contents of this document are solely the responsibility of the National Career Development Association. NCDA's primary concern is the improvement of career planning and career development throughout the life span. My hope is that the information contained herein will stimulate you to join with us in assisting youth and adults to make good career decisions, advance in their careers, and contribute to their own well-being, the welfare of their employers, and to this country.

The National Career Development Association believes that planning and preparing for, and advancing in one's career has not received the attention it deserves in this country. For most of us, the choice of a career is the most important decision we make. From a societal point of view, an informed, highly motivated workforce is essential to our national well-being. From the individual's perspective, a sense of personal well-being is closely linked to being a productive worker. We also hope that you will join us in developing public policy that will enhance these vital processes.

We also hope you will give us your response to the information that we are providing. It is our hope that this will be the first in a series of surveys that will highlight career preparation, career planning, and career development needs. Your input will be useful in helping us shape future surveys.

Thank you for your attention to this matter of national concern.

Gallup Survey Report
Major Findings

Workers on the Move — The overall findings of the survey suggest that many American workers are changing or expect to change jobs. For example:

- In the year prior to the survey, 10% or nearly 11 million workers said they said they needed help in selecting, changing, or obtaining a job.
- Only 63% of those surveyed expect to stay in their current job over the next three years. Only 41% of the 18–25 age group expect to stay in their jobs during this period.
- Approximately 4.5% of the workforce expect to be forced to seek other employment because of business closings or related happenings. Over 20% expect to change jobs by choice, while about 6.5% expect to leave the labor force permanently.
- The bottom line is that nearly 28 million workers expect to change jobs in the next three years.

Underlying Causes of Career Change — Problems in the workplace see to be underlying factors related to change.

- 45% had experienced significant job stress.
- 33% indicated that they had experienced significant conflict between work and family or personal relationships. No appreciable differences between men and women were reported.
- Workers seem unmotivated. Only about 7% said they could not accomplish more on the job.
- 50% said their skills and abilities are being very well used on the job;
  12% said their talents are not being well used.

Overwhelming Need for Assistance in Career Planning and Use of Information.

- Poor planning may also account for career change.
- Only about 39% said they had a career plan to begin with, and 64% said that if they could start over, they would get more information about their potential choices.
- About 15% of those who needed help did not know where to go. Nearly 2 1/2 times as many blacks as whites gave this response.

- Friends and relations were the most relied-upon sources of assistance, a source relied upon by many of the workers who are apparently unhappy in their current positions.
- One-third used professional counselors in their planning. Only about 1/5 of the women and black Americans surveyed used professional assistance.
- One-third said that adults have access to the kind of information they need to make career choices, but 55% disagreed.
- One in five Hispanics and blacks said they have access to the information they need.
- Nearly half said that even if information is available, adults do not know how to use it.
- Nearly 38% engaged in self-directed activities when choosing and changing jobs.
- High school graduates believed that their basic educational skills courses were their most important preparatory experience for work, but for those who had received technical training, these preparatory experiences were rated as being as important as basic skills courses.

Illegal Activities and Discrimination a Problem in the Workplace — Large numbers of minorities still believe that discrimination is a barrier, and requests for employees to perform illegal or unethical activities are a major concern.

- 57% of the total group said that there is no discrimination in the workplace, but only about 38% of the black minorities agreed.
- Over 13% said there is reverse discrimination, that is, women and minorities are given preferential treatment. Only about 4.5% and 8% of the blacks and women, respectively, surveyed agreed.
- About 14% of the full-time workers said that they had been asked to do something illegal or unethical on the job, although 20% of the black workers in the survey indicated that this type of request had been made of them.
- One-third of those asked to perform illegal or unethical acts did so, 47% refused, and 12% pretended to cooperate but did not. Six percent quit their jobs rather than cooperate.

Background

In early 1987, the National Career Development Association, the National Occupational Information Coordinating Committee, and the National Center for Research on Vocational Education commissioned the Gallup Organization of Princeton, New Jersey to conduct a survey regarding planning for careers, including the use of occupational information, current attitudes toward work, and the perceived utility of certain experiences in the preparation for work. The three organizations were also interested in determining the extent to which job discrimination and illegal and/or unethical business practices were present in the workplace.

In November of 1987, a representative national cross-section of 1,006 adults, 18 and older, were interviewed by telephone. Of the 1,006 adults interviewed, 735 were employed outside the home. The results reported in this document that relate to employed adults are based on the small sample, and the possibility exists that the results in the total population of workers could vary by as much as 5% in either direction. The results for the total sample could vary as much as 4% in either direction.

When reading these results, two figures should be kept in mind. Results from the total population generalize to about 170 million adults and, thus, if 10% of the American population subscribe to a particular idea, 17 million adults hold this belief. The second figure to remember is that there are approximately 113 million people in the workforce. If the survey reports that 10% of the employed adults believe that they are underemployed, that translates to approximately 11.3 million people.

Explication of Findings

At the outset, some of the major findings of the Gallup Survey were reported. In this section, some of those findings will be discussed in more detail, and some of the interesting parallels that appear in the results will be explored.

Workers on the Move

The fact that nearly 11 million workers needed assistance in selecting, changing, or obtaining a job in the year prior to the survey is a significant figure. However, an examination of some of the sub-samples in the survey sharpens the focus on this problem. Over 20% of the 18-25 year-olds, 12.5% of the 26-40 year-olds, and nearly 24% of the blacks indicated that they needed assistance. Young workers and black Americans are the ones who seem to be struggling most with getting a job, a finding that confirms what various other surveys have shown.

When 18-25 year-olds and blacks were asked to project themselves ahead for three years with regard to incumbency in their current position, 41% and 45%, respectively, or less than half, expected to stay in their current positions, which suggests that their need for assistance will continue. Over 9% of the young worker group and 6.2% of the black worker group expect to be forced to change jobs in the next three years.

The labor force is on the move. Anually, nearly 28 million workers expect to change jobs, 5 million of which expect to be forced to change their employment. However, among young and black workers, the sheer numbers who will change and will, in all likelihood, need assistance is significant.

Causes of Career Change

No cause-and-effect relationships can be implied on the basis of survey data. However, the results do provide some basis for speculating about the causes of the changes.

The picture of the American worker that emerges is that they are not performing to capacity but could be motivated to do more by a variety of factors. Adults surveyed were asked to list factors that would motivate them to do more on the job, and while 7% said they could do no more, the following sources of motivation to do more were listed. More money (35%), more recognition (38%), more control on the job (24%), opportunity for advancement (33%), and if I felt my job was more important (15%). Receiving more money was ranked first by 18–25 year-olds and black workers, more recognition was listed first by Hispanics and 26–40 year-old workers. For the latter group, seeing the possibility for advancement was also considered as an important source of motivation.

Interestingly, workers in the 41–55 category were much more likely to indicate that they could not accomplish more on the job, but listed recognition, money, and advancement as their most powerful sources of motivation for higher peformance. The important, but not surprising, finding here is that there are important sources of motivation that are of little cost to the employer, and may keep workers in their current jobs.

Lack of productivity may also be attributable to under utilization of talent. About 47% of adults believed that their talents were being used very well, while additional 31% felt that their talents were used fairly well. Young, Hispanic, part-time, and clerical and sales workers believed that their skills were less well utilized than other groups. Professional and businesss workers viewed their situations more favorably with 56.7% indicating that their skills were used very well. Interestingly, two thirds of those who did not complete high school believed that their skills were being used very well.

Workers may also be seeking jobs that produce less job stress and/or less conflict with their personal lives. Nearly 14% of adults experienced stress that interfered with their job performance, 16% that interfered with off-the-job relationships, and about 15% said that stress had interfered with their physical health. Over 14% of working adults said that they had experienced either a great deal of conflict between either their work and family or personal relationships, a figure which corresponds quite closely to the 16% that indicated that stress had influenced their off-the-job relationships.

More men reported experiencing a great deal of conflict between personal or family relationships than did women (16.2% vs. 12.4%) but when the two categories of experiencing quite a lot of conflict and a great deal of conflict were combined, little gender differences were in evidence. Working black and Hispanic workers reported slightly more conflict with off-the-job relationships than did other groups. Married workers reported slightly more conflict than non-married workers and workers with children experienced significantly more conflict than those with no kids (41.3% vs. 26.1%). Having children also seemed to slightly increase reports of stress on the job, although younger workers seemed to be most affected by job stress.

Only 14% of working adults indicate that work is the most important life role, and over 75% indicate that their personal relationships with family and others is the most important life role. Leisure was rated as their most important role by 7.4% of the working adults, although more males than females (8.6% vs. 6.0%) ranked leisure first. A greater proportion of black (16.2%) and young workers (12.8%) ranked leisure first. The age groups that ranked work as most important and leisure as least important were the 56-65 and 66+ groups. For these groups, work was ranked as most important by 20.9% and 30.6% respectively. It should be remembered that these groups exclude retired workers, however.

Finally, while some of the reasons that so many workers expect to change jobs are probably attributable to external factors such as the nature of the workplace and conflict with personal relationships and other life roles, a major factor seems to have been poor planning. About 38% of working adults indicated that they made a conscious choice and followed a definite plan to their present career, and only 32% of the black and 33.7% of the Hispanic workers in the sample gave this reply. Getting started through a series of choice circumstances (23.1%), responding to the influence of parents or relatives (9.6%), being influenced by friends and associates (10.5%), and taking the only job available (13.4%) were the other reasons for being in current positions.

Need for and Sources of Career Planning Assistance

As was stated at the outset, 9.7% of adults indicated that they needed assistance with job selection and changing the year before the survey was conducted. The workers who tried to get help turned to friends or relatives (45.5%), professional counselors (31.2%), or did not know where to go (15.0%). A large percentage (11.5%) did not actually look for help. Males and the respondents who had gone to college were the most likely to seek professional help. Females, young workers, black workers, and workers who had not finished high school were least likely to seek help. Only about 11% of the high school dropouts indicated that they had used a professional counselor, and over one-quarter indicated that they did not know where to go for assistance.

When one considers that about 38%, or nearly 43 million, of the current workers did not have a definite plan, and about 60%, or nearly 68 million of this group, either did not know where to go or are getting help from friends and relatives, a problem of major proportions emerges.

Those surveyed were asked what types of resources had been utilized at any time for advice or help in changing jobs or getting assistance with job-related problems. Many had at some time gone to a resource person such as a school or college counselor (14.7%), or a job service counselor (8.0%). However, only 4.7% of those who had not finished school had ever used a school counselor for career-related assistance. This group had used employment security counselors at a higher rate than other groups, with 11.2% indicating that they had used this resource. Eight percent of the total group had used a private employment agency.

Self-directed activities such as visits to libraries, reading classified advertisements, or taking interest inventories was the most popular source of assistance with job-related problems. Nearly 38% said they had engaged in this approach. The group who had not finished high school and black respondents had pursued these activities least with 23.8% and 28.7% respectively responding that they had used this approach.

While self-directed activities appear to be a worthwhile approach for many, significant data about access to and understanding of career-related information emerged from the survey. Over 48% of the adults surveyed indicated that adults do not understand how to interpret and use information to make intelligent career choices. Additionally, 33% said that adults have access to occupational information, while over 55% said that they need assistance in getting access to career-related information. Only about 22–24% of those who did not finish high school and black and Hispanic respondents indicated that adults have sufficient access to career-related information.

Adults varied considerably in the extent to which they viewed various life and educational experiences as important sources of assistance in helping them get their first job. Over 50% of those who did not finish high school indicated that they had no experiences that prepared them for work. On the other hand, 73.7% of college graduates pointed to their programs of study as helpful. High school and technical school graduates tended to single out courses that taught occupational competencies and basic skills (30.4% vs. 29.6%) as helpful. Apprenticeships, correspondence courses, government-sponsored training programs, and the military service were also listed. Males in general, and black and Hispanic workers tended to rate military experience as useful. The 41–65 year-old workers also singled out the military as a useful means of preparing for a career.

Nearly two-thirds of all adults followed no definite plan to get started in their current job. It is particularly noteworthy that blacks, young workers, and those who did not finish high school, the groups expressing the greatest need, are apparently not utilizing productive methods in their attempts to find a rewarding place in the job market.

While over 63% of adults in general would get more information if they could start over, relying on friends and relatives and self-directed activities are likely to produce less than desirable results in the search for new careers. Basic skills and occupationally oriented courses seem likely to be useful in finding a new career.

Job Discrimination and Other Illegal/Unethical Activities

This country has been engaged in a battle against discrimination in the workplace for over 25 years. More recently, illegal activities such as insider trading on Wall Street and illegal dumping of chemicals have made us aware of other ethical and illegal activities in the workplace. The data collected on illegal and unethical activities suggest that there is still much work to be done.

With regard to discrimination, over 57% of adult workers said that they perceived no discrimination in the workplace. However, 4.5% of this group said minorities are discriminated against, but women are not; 7.9% said women are discriminated against but not minorities; nearly 12% said that both women and minorities are discriminated against; and over 13% said that there is reverse discrimination, that is, women and minorities are given preferential treatment to white males. Males were more than twice as likely than females to indicate that reverse discrimination exists (17.9% vs. 8.1%) and white respondents were three times as likely to give this response as black respondents (14.4% vs. 4.6%).

Among black workers, 38% responded that there is no discrimination, and as a group, were much more likely to indicate that both women and minorities are discriminated against, but not white men.

Generally, females perceive discrimination in the workplace as more prevalent than males, except for the matter of reverse discrimination. Women were more likely than men to believe that both minorities and women experience discrimination (14.3% vs. 9.5%) and that women are discriminated against, but not men (9.4% vs. 6.6%).

In response to a question regarding whether they had ever been asked to perform an illegal or unethical act on the job, 12% of the general sample and 14% of the full-time workers answered in the affirmative. Among the various occupational groups, 17% of those workers in the business and professional groups said that they had been asked to perform an illegal or professional act. Minorities were much more likely to have been asked to perform illegal or unethical acts than whites, with over 20% of the black and over 18% of the Hispanic workers indicating that this type of request had been made, and only 10.5% of the white workers responding in the affirmative.

The most usual response to a request to perform an illegal or unethical act was to refuse. Nearly half of all workers refused to cooperate outright. However, women were less likely to directly refuse than men (40.6% vs. 52.6%), and more likely to pretend to cooperate but not actually participate (15.1% vs. 9.7%). Women were also much more likely to quit their jobs than men (9.7% vs. 3.2%) rather than cooperate. Blue collar and part-time employees were also much more likely to cooperate.

Recommendations for Change

1. **It is recommended that while we are strengthening our basic educational system we pay equal attention to improving vocational education.** A number of recommendations for strengthening career planning come from the survey itself. For example, 52% said not enough emphasis is being placed on preparing non-college bound students for careers, and 44% said that there is not enough emphasis on this area for all students including college bound. The data suggest that both basic skills and vocational education courses are useful on the job. These data strengthen the case for the current national emphasis on basic skills development, and are supportive of current efforts at the national level to strengthen vocational education.

2. **State and local agencies involved in helping youngsters and adults should reemphasize their efforts, not only in helping people to access occupational information, but to develop the skills necessary to use it in career decision making. It is also recommended that non-traditional methods such as sections in community libraries devoted to occupational information and exploring careers be established.** There is strong support for the idea that people in our society need increased access to occupational information as well as improved ability to use it.

3. **Public school and postsecondary counseling, career counseling and development programs should be strengthened and expanded to provide services to those groups at greatest risk. Programs should serve all youth and adults needing career planning and assistance.** Throughout the past two decades, numerous efforts have been undertaken to improve career counseling in public schools and elsewhere. Professional counselors ranked second to friends and relatives as sources of assistance in career planning, and over a quarter of adults either did not look for assistance or did not know where to look. Only 17% of the adults of the sample had gone to school or college counselors for assistance. Twelve percent of the high school graduates and 7% of the dropouts had used school counselors.

4. **Businesses should accelerate the development and improvement of career development programs that allow employees to seek new career options within the company. They should also accentuate their efforts to alleviate job stress and enhance life role relationships.** Currently, many businesses are actively involved in establishing career development programs for their employees. They are also establishing employee assistance programs to assist with family and other problems that may negatively influence work performance. The data in this survey suggest that these steps are appropriate. However, many businesses and industries have not responded to these needs. Career development programs and the job stress and conflicts experienced between jobs and other areas of adults' lives can be positively impacted by these programs.

5. **American business needs to seriously consider the means by which employees are compensated and look seriously at placing greater emphasis upon involving workers more directly in making decisions that influence the workplace.** Productivity is the key to economic well-being in this country. A part of the current malaise in the workforce may well be due to the failure of American business and industry to acknowledge the contributions of American workers and to involve them in decision making that will permit input into corporate policy and a greater sense of worth in their own jobs.

6. **Legislators and members of state boards of education should give serious consideration to enacting legislation and developing policies that stimulate more attention on career development and career planning specifically.** New career development programs cost money. However, altering the priorities of programs can often be done at little cost.

7. **All career development programs devote time to identifying and dealing with illegal and/or unethical issues in the workplace.** Sixty-one percent of the respondents indicated that not enough emphasis is being placed upon the development of moral and ethical character in our public schools. Given the percentage of workers who are asked to perform illegal and/or unethical acts, it seems that adults are aware of an important issue in our society. Students, workers, and managers need to be taught how to deal with ethical and legal problems in the workplace.

8. **Existing programs and any new ones that may be developed should give minorities and the under-educated a high priority.** The under-educated and minorities indicated the greatest problems in their career choice making and their attempts to deal with them.

9. **Affirmative action programs and other efforts such as mentoring programs for women and minorities need to be strengthened if equity and fairness are to be achieved.** Discrimination in the workplace still is a problem.

For More Information

In January 1989 a 100-page monograph dealing with the problems of planning for and working in America will be published. The document will contain a complete presentation of the Gallup survey data mentioned in this booklet and will also draw upon other major reports and research studies.

To receive more information about this forthcoming publication write to E. Niel Carey, Executive Director, National Career Development Association, 10214 Blandford Way, Ellicott City, MD 21043.

National Career Development Association

75 YEARS
NCDA
1913–1988

Founded in 1913 as the National Vocational Guidance Association
A Division of the **American Association for Counseling and Development**
5999 Stevenson Avenue/Alexandria, VA 33204/AC 703 823-9800

THE MISSION OF NCDA IS TO PROMOTE A GREATER UNDERSTANDING OF THE MEANING OF WORK, TO FOSTER CAREER DEVELOPMENT OVER THE LIFESPAN, AND TO ESTABLISH AND IMPROVE THE STANDARDS OF PROFESSIONAL SERVICE IN THE FIELD OF CAREER COUNSELING.

The Career Development Process

Career development is a lifelong process in which individuals explore activities and make career decisions. Careers are formulated by continuous evaluation of personal needs, values and goals, and finding opportunities that will allow the fulfillment of these needs. Career development occurs as educational activities, work, and personal experiences interact.

Today, the content of a career development program should include an assessment of the present and future needs of the individual. The program must also assist the individual to cope with environmental factors that affect the development and fulfillment of career expectations. The program should encourage individuals to assume responsibility for their own career planning.

A career development program ensures that individuals:

- Use accurate information to make rational career decisions.
- Understand the career decision making process and accept responsibility for the decisions made.
- Explore the possible rewards and satisfactions associated with each career choice considered.
- Develop the attitude that through their jobs that they are contributors to our society.
- Develop an understanding of the varied attitudes toward work and workers held by themselves and by others.
- Recognize that all Americans who engage in honest work are worthy of our respect.
- Consider the possible and even predictable value changes in society which could affect a person's life.
- Understand the important role of interpersonal and basic employment skills in occupational success.
- Clarify their attitudes and the possible effects these may have on decisions.
- Understand that career development is lifelong.
- Identify the personal risks and costs of each career decision and assume responsibility for each of them.
- Analyze school and non-school experiences systematically as they plan and make career-related decisions.
- Explore the characteristics and skills necessary to achieve success.
- Identify and use a wide variety of resources in the school and community to maximize their career development.
- Obtain necessary employability skills to gain satisfactory entry into employment in line with occupational aspirations and competencies.

- Identify and access training and retraining opportunities as the demands of their job dictates.
- Understand the relationship among life roles, particularly those of education, work, family, and leisure.
- Prepare for life's transitions, including school to work and work to retirement.
- Understand the societal trends that produce changes in our occupational structure and how they can cope with these changes.
- Understand the role of information in career decision-making and learn how to locate and use occupational information.
- Develop an appreciation for the importance of long- and short-term career goals and the skills to develop them.

NCDA Legislative Issues

NCDA is concerned that adolescents and adults be offered high quality career development programs. Without government support, these programs will not be forthcoming in many instances. Some of the specific legislative initiatives of concern to NCDA:

1. Legislation is needed that will help youth who are at risk of dropping out of school to develop career goals and employability skills.

2. Counselors need continuing training to assist youth and adults to access and use occupational information. Programs must be developed to remediate this problem.

3. Because of the complexity of career counseling, all legislative initiatives should require that providers of career counseling meet high professional standards.

4. Career development services must be linked to literacy programs so that adult workers will be able to use their newly-found skills to advance themselves in the workplace.

5. Accurate occupational information is a prerequisite to all career development services. Legislative programs must support the review and continuous development of the **Dictionary of Occupational Titles**, the *Occupational Outlook Handbook*, and other similar documents.

6. Increasing complexity and rapidity of change within our occupational structure make it imperative that disadvantaged, handicapped, minorities, and veterans who have special needs be given the opportunity to develop employability skills.

Legislation Supported by NCDA

Civil Rights Restoration Act

Targeted Jobs Tax Credit

Carl Perkins Vocational Education Act

Hawkins/Stafford Elementary and Secondary School Improvements Amendment

Americans with Disabilities Act

Minimum Health Benefits for All

Workers Act

Volunteer Protection Act

Federal Employee Health Care

Freedom-of-Choice Acts

Worker Readjustment and Retraining Notification Act

Family Leave for Dependent Care

NCDA also support authorization legislation that will fund these bills at levels that will enable those persons charged with implementing the legislation the opportunity to do so in a manner that will benefit members of our society.

The Need for Career Development

The results of a Gallup Organization survey of Americans 18 years of age and older revealed that:

The Need for Assistance is Widespread

- Only one-third used professional counselors in their planning. Only about 1/5 of the women and black Americans surveyed used professional assistance.
- Nearly half do not know how to use occupational information.
- In the year prior to the survey, 10% or nearly 11 million workers said they needed help in selecting, changing, or obtaining a job.
- Only 63% of those surveyed expect to stay in their current job over the next three years.
- Approximately 4.5% of the workforce expect to be forced to seek other employment because of business closings or related happenings.

Workers Face Numerous Problems

- 57% of the total group said that there is no discrimination in the workplace, but only about 38% of the black workers agreed.
- Over 13% said there is reverse discrimination, that is, women and minorities are given preferential treatment. Only about 4.5% and 8% of the blacks and women, respectively, surveyed agreed.
- About 14% of the full-time workers said that they had been asked to do something illegal or unethical on the job.
- 45% had experienced significant job stress.
- 33% indicated that they had experienced significant conflict between work and family or personal relationships.
- Workers seem unmotivated. Only about 7% said they could not accomplish more on the job.
- 50% said their skills and abilities are being very well used on the job; 12% said their talents are not being well used.

Initial and Continuous Career Planning is a Problem

- Only about 39% said they had a career plan to begin with, and 64% said that if they could start over, they would get more information about their potential choices.
- About 15% of those who needed help did not know where to go. Nearly 2½ times as many blacks as whites gave this response.

PREPARED STATEMENT OF RICHARD CAMPBELL

TESTIMONY ON COOPERATIVE VOCATIONAL EDUCATION

My name is Richard Campbell. I am the Director of Cooperative Vocational Education in Nebraska. It is a privilege for me to address cooperative vocational education and its importance in the proposed Vocational Education reauthorization.

Cooperative vocational education is a process of educational methodology to prepare individuals for employment by combining occupational and academic instruction with applied learning at actual work sites. The instructional plan provides for specific skills, knowledge and attitudes to be attained in the classroom that can be applied and refined in an actual work experience. The interaction between classroom instruction and work site experiences is related. Cooperative vocational education is organized in such a way to achieve an individual's career goals, provide immediate application and continuous feedback between student, teacher-coordinator and employer. Cooperative vocational education can be found at the secondary and postsecondary/adult levels. Each year, thousands of employers in business, industry, and Government cooperate with educational institutions to provide training experiences that meet student's career goals and contributes to their future employability.

Cooperative vocational education is used by all service or discipline areas of vocational education. Even small schools with limited resources utilize cooperative vocational education as a way of combining a variety of worksite learning positions into one program. These programs are commonly referred to as Diversified Occupations, Multi-Occupational Vocational Education, Diversified Cooperative Training, and Inter-Disciplinary Cooperative Training to name a few.

The primary purpose of Cooperative vocational education is to assist individuals to apply the competencies studied in the classroom and laboratories in an actual job environment. Cooperative vocational education is based on the premise that students learn most effectively by doing when they are engaged in direct purposeful experiences. Another philosophical premise in cooperative vocational education is that the value of direct purposeful experiences are enhanced when opportunities are provided for reflection and interpretation. Time is provided to reflect on the experiences, to interpret their value, their meaning, and to develop a higher order of thinking skills. Students receive pay for employment and are granted academic credit for accompanying related instruction.

The benefits of cooperative vocational education are advantageous to all participating parties. Employers receive many direct and indirect benefits from hiring cooperative vocational education students. Students are pre-screened, assessed, counseled, and given basic skills training before the employer hires the worker. A trained teacher-coordinator from the educational institution a student represents is available for supportive services to sustain an effective cooperative relationship between the student and the employer. Entering into this joint educational venture helps reduce employee turnover which can contribute to a more accountable and performance driven business operation. Employers indicate they like cooperating because of the student/employee pliability. Most generally cooperative vocational education students are inexperienced, and because of this they are more pliable in being developed into more highly desirable employees because of the training patterns already established by management. And, through hiring a cooperative vocational education student, employers have direct involvement into the educational process of an individual and the institution so that each contributes to a more highly trained employee for today's labor market.

Student benefits are more generally related to the application of academic theory with practical applied technological concepts. These increase the educational motivation from an applied standpoint and produce a stronger desire to learn. Students develop a greater understanding of the employer-employee relationship by utilizing the adult-oriented, work-a-day community as a laboratory for learning while developing better human relation skills. For the inexperienced student, cooperative vocational education contributes to accelerated maturation of self-concept, sense of responsibility and the ability to make intelligent judgments. As a result of the participating in cooperative vocational education, students make useful employment contacts for the future, gain first-hand occupational information to test their interests and abilities in connection with real jobs, and hopefully gain a healthy attitude toward discovering their strengths and weaknesses for real application in the world of work. Also important to the student is the compensation through regular income, and benefits for such things as financial aid, health insurance, worker's compensation, and income for family or future educational expenses. Most students hold cooperative vocational education in high regard because of the graduated employment level, or higher salary and position available resulting from a successful experience.

Today it is difficult for schools to keep up with changing technology because of the high cost of equipment. However, through cooperative vocational education, students get the opportunity to training on up-to-date equipment not otherwise available in the school. Plus, cooperative vocational education offers the teacher-coordinator a chance to keep pace with current trends of the industry through contact and exposure to new developments.

Once involved in cooperative vocational education, employers actually become adjunct instructors for the educational institution in a setting more relevant and conducive to the students. Even though employers have a substantial investment in time and dollars in the training, they are offered some incentives as a result of participating. One is the opportunity to retain an enthusiastic worker trained by the company to do the things the way they want them done. However, there is no obligation by an employer to employ a student upon completion of their internship.

Cooperative vocational education also provides for coordination with other employment and training programs. Many rural Job Training Partnership Act (JTPA) clients are integrated into cooperative vocational education. JTPA believes in the cooperative vocational education approach of linking basic and vocational skills with experiential education in the workplace.

Many secondary cooperative vocational education students articulate into postsecondary level programs taking advantage of their current employers. School-to-Apprenticeship programs are another opportunity open to cooperative vocational education students emphasizing advanced placement and credit for prior work experience.

The success of cooperative vocational education is measured with placement in employment, and upward mobility. It is often asked, do students attain employable skills, establish emotional stability by participating in relevant activities, and gain consumer tasks and responsibilities? The answer to this lies with those employers who train cooperative vocational education students year after year.

Through cooperative vocational education the public can view that education and work are immediately related. All vocational education shares a relationship with employment, but in schedule cooperative vocational education acts out this relationship in a most convincing way.

In closing, federal support for cooperative vocational education in the reauthorization of the Carl D. Perkins Act is needed. Regardless of the thrust, a definition of cooperative vocational education must be included. On the next page is a definition of cooperative vocational education that most of the State Directors of Cooperative Education agree on.

States should be encouraged to develop new programs, improve existing programs, and intensify cooperative vocational education toward better primary jobs that will lead to upward mobility. Closer linkages with transition of the handicapped under Special Education and apprenticeship programs also should be emphasized.

States should also be given the incentive and direction to pursue a coordinated data gathering process to report the effectiveness and economic benefits of cooperative vocational education. State legislators and local policymakers need concrete facts on the contributions of cooperative vocational education to economic development and a trained labor force. This can only be accomplished with legislation providing for state leadership and financial support.

DEFINITION OF

COOPERATIVE VOCATIONAL EDUCATION

The term "cooperative education" means a method of instruction of vocational education for individuals who, through written cooperative arrangements between the school and employers, receive instruction, including required academic courses and related vocational instruction by alternation of study in school with paid employment in any occupational field, but the two experiences must be planned and supervised by the school and employers so that each contributes to the student's education and to his or her employability. Work periods and school attendance may be on alternate half days, full days, weeks, or other periods of time in fulfilling the cooperative program.

504

St. Louis Community College
at Florissant Valley

June 27, 1989

The Honorable Claiborne Pell
Committee on Labor & Human Resources
United States Senate
Washington, D.C. 20510

Dear Senator Pell,

It is my understanding that there will be hearings in July, concerning the Carl D. Perkins Act, P.L. 98-524. As I will not be able to testify in person, I would like to submit this letter as testimony.

I coordinate a program for students with disabilities at St. Louis Community College at Florissant Valley. Every year we provide direct support services for approximately 200 students with disabilities. Without these services these students would not be able to attend or succeed in college. We have had a program for deaf students since 1976 and Carl Perkins money has partially underwritten the interpreter, notetaking, and tutoring services for years. I wish you could meet the students who are now gainfully employed and raising families of their own because they were able to get degrees or acquire enough training to secure good jobs.

The proposal of greatest concern and that will have the most impact on our students with disabilities is the elimination of set-asides for handicapped individuals. Without the assurance that money will be set aside, the stability of our program cannot be assured. Future planning will be impossible, as we will not know from one year to the next if our allocation will allow us to maintain services. We recently had to tell our students that our job placement specialist who had assisted students in job readiness and in finding jobs, would no longer be with us because of budget cuts. This was very hard because she had found 8 students jobs in five months and more students were counting on her assistance. This type of incident literally rips apart a vital program and undercuts progress towards assisting these students in becoming vital tax paying members of our society.

I urge you not to vote for the H.R. 7 reauthorization proposal.

Thanks so much!

Sincerely,

Suelaine Matthews
Suelaine Matthews

RON DE LUGO
DELEGATE, VIRGIN ISLANDS

COMMITTEE ON INTERIOR AND
INSULAR AFFAIRS

CHAIRMAN, SUBCOMMITTEE
ON INSULAR
AND INTERNATIONAL AFFAIRS

COMMITTEE ON PUBLIC WORKS
AND TRANSPORTATION

COMMITTEE ON POST OFFICE
AND CIVIL SERVICE

Congress of the United States
House of Representatives
Washington, DC 20515

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July 12, 1989

The Honorable Claiborne Pell
Chairman
Subcommittee on Education, Arts and Humanities
648 Dirksen Senate Office Building
Washington, D.C. 20510

Dear Mr. Chairman:

I am submitting this statement in regard to the reauthorization of the Carl D. Perkins Vocational Education Act. While I applaud the new, forward-looking programs that are being developed in this area, I want to focus my comments on one issue: the retention and strengthening of the Advisory Councils on Vocational Education. The Advisory Council in the U.S. Virgin Islands has played a pivotal role in improving the vocational education system in the territory. I urge this Subcommittee to retain these councils as separate bodies around the country, and to support full state-like funding for the Virgin Islands Council.

The Advisory Council in the Virgin Islands - with strong leadership from Department of Education officials, University of the Virgin Islands administrators, and private sector volunteers - has successfully pushed for many improvements in our vocational education system. It closely monitors the programs offered by the Department of Education, and plans ahead to develop new programs that meet future needs. The Council's activities are directly benefitting our students who rely on vocational education to get a good start in their careers. The Council is the place where our leaders from the government and private business can exchange ideas and develop a coordinated vocational education system that helps our students prepare for the established vocations and new career areas found in our local economy.

The Virgin Islands Council has a strong record of accomplishment. In 1984, it developed a new entrepreneurial curriculum for our public schools that prepares and encourages students to develop new business opportunities. It holds regular conferences that bring together teachers, administrators, stateside advisors and business leaders to ensure that vocational programs are serving their purpose and always being improved.

Currently, the Virgin Islands Council is playing a pivotal role in the next big advance in vocational education for the Virgin Islands: the establishment of a new, fully equipped vocational school on St. Croix. While this school has been under discussion for years, it appears that financing problems are now being resolved so that realistic planning can begin. The Governor turned to the Council to lead in that planning. It is organizing a comprehensive seminar on this subject on St. Croix this week. The Council has drawn together the leading players from the schools, economic development agencies, University, and labor and business community to begin plans for a school that will effectively serve the needs of the Virgin Islands.

This kind if planning is crucial to the success of the new school. The fact that the Council is at the heart of this process is a significant sign of how important the Council is to the Virgin Islands vocational education system. It has the public and private expertise, combined with the ability to look critically at existing programs and plan ahead for improvements, to make this valuable contribution.

It would be a great injury to lose this sort of active council. I do not believe a larger Human Investment Council, as proposed in H.R. 7, will be able to duplicate this record. A larger council will not be as sharply focused on the practical, day to day needs of the vocational education programs. In addition, a larger council may have a hard time attracting qualified volunteers for such a wide-ranging assignment.

Finally, despite the Virgin Islands Council's accomplishments, it is seriously under-funded. While state councils receive a minimum of $120,000 a year, the territorial councils receive only $50,000, under Public Law 99-159. Exceptions have been made for the District of Columbia and Puerto Rico, which get state-like funding. Given the proven record of the Virgin Islands Council, I believe it deserves full state-like funding. The Virgin Islands Council is now severely handicapped, with just a part-time director and part-time assistant, to do an important job that requires covering the varied vocational programs on three separate islands. The Virgin Islands Council has fulfilled its responsibilities very thoroughly and it needs adequate Federal funding to carry on its work with full-time staff who can devote their full attention to this crucial area.

The National Association of State Councils on Vocational Education endorsed this position at its meeting in February 1989, when it agreed to support legislation that will fund all the insular area councils, except those in the Pacific, at full state level. I have enclosed a copy of the NASCOVE minutes that reflect this decision.

In summary, I urge you to retain the Vocational Education Councils around the country and to provide state-like funding for the Virgin Islands Council, just as Congress does for the District of Columbia and Puerto Rico.

Mr. Chairman, thank you for this opportunity to submit this testimony. I appreciate your consideration of my views.

Sincerely,

Ron de Lugo
Chairman
Subcommittee on Insular
and International Affairs

Enclosure

MINUTES

COMMITTEE ON FINANCIAL RESOURCES
NATIONAL ASSOCIATION OF STATE COUNCILS ON VOCATIONAL EDUCATION

PHOENIX, ARIZONA
FEBRUARY 24-25, 1989

The Committee on Financial Resources, chaired by Harlan Giese, Iowa SCOVE, met on February 24, 1989, at the Doubletree Hotel in Phoenix, Arizona. Committee members in attendance were:

Richard Rausch, Connecticut SCOVE
Larry Barnhardt, North Dakota SCOVE
Harlan Giese, Iowa SCOVE
Chris Willis, California SCOVE
William Olfert, Washington SCOVE
Michael Morton, Maryland SCOVE
Shirley Thompson, Wisconsin SCOVE
Dennis Rhen, Pennsylvania SCOVE

Resource Persons Present: Clint Harris, Wyoming SCOVE; Richard Abbott, Virgin Islands SCOVE

Harlan E. Giese, Chairperson, called the meeting to order. Dennis Rhen agreed to keep the minutes for the meeting.

Wyoming Audit: Clint Harris brought the committee up-to-date on audit matters in Wyoming. He stated that he had been in contact with Charles Radcliffe, a former Congressional staff person and a lawyer, regarding the situation. Mike Morton has carried the final state audit examination letter and letter from Dr. Bonnie Guiton to Mr. Radcliffe. Michael Brustein, a lawyer who specializes in education matters, was also contacted.

Mr. Radcliffe corresponded with Mr. Harris informing him that the case could be resolved for \$10,000, or it could be negotiated down to \$.30 on the dollar. The matter was then taken to the Wyoming SCOVE and to the Governor's office. State funds would be required for the settlement (as federal dollars could not be used).

Mr. Harris reported further that the Wyoming Governor's office agreed to settle and gave Mr. Radcliffe the go ahead to proceed in that manner. The Executive Committee of the Wyoming SCOVE gave its support to such an arrangement, but wanted a clarification of the agreement.

The Wyoming SCOVE's fiscal agent has made appropriate arrangements to enable the State Council to use Council funds to employ legal counsel. The fee being charged by Mr. Radcliffe is \$1,300. As a result of these discussions, Mr. Radcliffe has scheduled a meeting with the General Counsel of the U.S. Department of Education.

The staff of the Education and Labor Committee of the U.S. House of Representatives believes that the U.S. Department of Education and Dr. Guiton is in error with their opinion that the Wyoming Council and that state councils must be instrumentalities of the states.

It was noted that regulations of the Office of Management and Budget indicate that recipients of federal funds can use part of their grant for legal costs for administration of that project.

Mr. Harris indicated that he was optimistic about the prospects for a favorable solution to the matter. He also suggested that all state councils secure a copy of EDGAR.

Council Membership and the Reauthorization: The issue of Council membership was the next agenda item. Ms. Thompson reviewed a memo which she had sent on December 22, 1988. Various views on appropriate Council membership configurations were given. A motion was made to recommend a fifteen member council, with eight private and seven public sector members, with three year rotating terms, and no limit to terms served.

An amendment was offered to expand private sector membership to nine and hold education representation to six (as in the current law). The amendment was accepted (7 Yeas, 1 Nay, 1 Abstention). The main motion passed on vote of 6 Yeas, 1 Nay, and 1 Abstention.

A motion was made to require the chairman of the state councils to continue to be a private sector representative. The motion passed on a vote of 5 Yeas, 1 Nay, and 1 Abstention.

A note was made of the Inventory of Council Functions which was drawn together by Barbara Atkins, Michigan SCOVE, and made available to the meeting participants.

Funding Territories: The Committee then took up the question of territorial funding. After some discussion, it was suggested that councils from territories that had a non-voting member of Congress would be funded as if they were a state. It was proposed then that the issue be sent back to the COPA committee for final

The February 24, 1989 session adjourned at this point, with the Committee agreeing to reconvene the next morning. The committee reconvened in the a.m. of February 25, 1989, and additional Committee members attending were Rudy Girandola, New Jersey SCOVE, and Joe Davis, Ohio SCOVE.

Council Responsibilities: The Committee discussed state council responsibilities as outlined in the COPA draft position paper on reauthorization. It was decided that the CFR supported adjustment of the COPA position paper to include the same Council requirements as are found in the existing legislation (Carl Perkins Vocational Education Act).

Dr. Barnhardt noted that whatever responsibilities we have, dollars must be provided in such an amount to support such activities.

Dr. Rausch raised for discussion a question about providing technical assistance to technical committees.

The CFR reached a general consensus that the Virgin Islands funding matter would have to be addressed.

Funding Formula Concepts: Ms. Willis stated that California is asking,(to be included in the legislation) for an amount equal to one percent of the basic grant, with a $200,000 minimum/$500,000 maximum. Council appropriations should be a separate line item. An appropriation of $12.5 million would be required to fund councils as compared to our present level of $7.9 million.

Mr. Giese reviewed some historical data on funding SCOVEs.

Returning to a discussion of formulas, all agreed with a general notion that any formula must be "equitable" for all states. There was concern expressed, that $200,000; $500,000; "one percent" as is presently proposed in the COPA position paper draft, is not likely achievable.

It was agreed that the Committee would continue to support the items of agreement reached by the Committee in St. Louis, December, 1988, at the fall conference of NASCOVE, and outlined in a memo to the CFR Committee dated February 14, 1989.

It was noted that hearings on reauthorization are to start in March. Mike Morton reported that it was important for state councils to be visible at the hearings on the issue of funding of state councils. He also indicated that it was important that the items in Mr. Giese's February 14, 1989 memo be put into the record.

There was general consensus expressed that if the COPA continues to list reduced council responsibilities, then state councils cannot ask for more money.

It was noted that all the proposals for funding being discussed violate the principle of a two to one (maximum funded to minimum funded states) ratio contained in the February 14 memo, and therefore that principle should be stricken.

After discussion, the Committee agreed to support the points of agreement reached in December, and establish a floor of $125,000 and a ceiling of $500,000 for funding of state councils, and eliminate principle 2 from the December agreement. (Principle 2 states that "Initial large/small state allotments to SCOVEs, under the new law, must have a ratio of two to one.") The funding of the "Super States" would grow to the ceiling during the life of the act.

The Committee agreed to continue to support these principles (originally agreed to in December 1988 in St. Louis):

1. SCOVE funding must continue to be a line item in the appropriations bill.
2. A "hold harmless" must be in place, based on the last year of the 1984 Carl Perkins Vocational Education Act.
3. No state match should be required.
4. Changes in appropriations (increases or decreases) should be shared proportionately by all states.
5. A minimum allotment level must be established.
6. Formula language should be so clear that misinterpretation by the administration can not occur.

Territorial Funding: A discussion of funding the councils in their territories followed. It was noted that the District of Columbia and Puerto Rico are not states but are included in the formula of the states. Mr. Giese appointed Shirley Thompson, Rudy Girandola, and Joe Davis to develop a proposal for funding the Virgin Islands Council.

The Committee reported back that the enabling law should contain language which funds all states and territories, except those in the Pacific. If SCOVEs are organized in the Pacific territories, they are authorized to file grant applications to fund their SCOVE on the same basis as are SCOVEs in these states and territories.

At this point the Committee adjourned so that Mr. Giese and Mr. Rhen could report to the NASCOVE Board.

Respectfully Submitted,

Dennis Rhen

Dennis Rhen

P.S. The Board approved the CFR Committee proposal for a floor allotment of $125,000 and a ceiling of $500,000. Also approved were the six principles listed above.

West Virginia Department of Education

Capitol Complex, Charleston WV 25305

Henry Marockie, State Superintendent of Schools

June 30, 1989

The Honorable Claiborne Pell
Chairman, Subcommittee on Education,
Arts, and Humanities
Dirksen Senate Office Building, Room 648
Washington, DC 20510

Honorable Senator Pell:

On behalf of the West Virginia Department of Education, we wish to thank you for the opportunity to present written testimony with regard to reauthorization of the Carl D. Perkins Vocational Education Act. The primary purpose of this testimony is to present suggestions of essential elements which should be included in a bill. These elements would ensure the promotion of federal initiatives and provide supplements to state and local funding of programs. Enough flexibility should be allowed so that each state and locale could do some adjustment related to the specific needs of the people they serve. Following is a descriptive outline of the proposed elements.

I. Uses of Funds Allocated to States

The primary purposes of the Vocational-Technical Education Act should be first to support programs in each state that prepare persons for productive employment. Additionally, purposes include the development of homemaking, life and service skills and assistance with an overall education program in cooperation with other agencies and institutions which provide economic development, decreases the school dropout rate, promotes continuing education, improves basic academic skills of completers, provides articulated programs and access to special populations at all levels. Special emphasis should be placed on providing or upgrading the related academic and occupational skills needed by the workforce and on providing programs which are technologically up to date. Appropriate programs at less than the baccalaureate level should provide access for all persons who need and can benefit from them.

A. **In-State Allocation**

The percentages shown here are fixed. However, it is believed that flexibility should be allowed by permitting up to a 5% adjustment by specific category with the total state and local levels of funding remaining the same.

1. A percentage of the state allocation should be reserved for use at the state level for administration, support and program improvement activities and coordination of special initiatives.

   a. Administration (7%)

   Seven percent of the total state allocation of federal funds should be reserved for general state level vocational-technical program administration for planning, monitoring and reporting. Sixty thousand dollars of this amount should be reserved for state level administration of sex equity and displaced homemaker programs.

   b. Program Improvement (18%)

   Eighteen percent of the total state allocation of federal funds should be reserved for state level coordination, technical assistance, program improvement and special initiatives. This category should include:

   (1) Personnel development in the form of preservice and inservice education, workshops and conferences for academic and vocational-technical teachers, counselors and administrators. The training of personnel and keeping them updated in instructional methods and occupational technology is a necessity in providing quality programs. Personnel development activities in West Virginia in FY-88 included: 37 institutes - 700 teachers; industry-sponsored workshops - 60 teachers; annual vocational conference - 1,200 vocational educators; 13 satellite teleconferences - 2,500 persons; vocational administrator's academy - 25 directors; 3 local director's conferences - 150 persons each.

   (2) Development and dissemination of materials and information can be accomplished best at the state level and through consortia. High quality and up-to-date programs can best be assured through state level curriculum development, research, exemplary program demonstrations, development of assessment materials and instructional materials development. Regional consortium efforts have proven beneficial in enhancing the improvement of basic skills, implementing technology programs, integrating academic and occupational education, curriculum development and the development of assessment materials. This effort needs to be continued. State efforts, such as distance learning, computer networking and cooperative programs, need to be continued.

   - Curriculum Development

     Over 100 competency-based curricula and 50 learning outcome based curriculum guide have been developed. Criterion-referenced test item banks have been developed in eleven areas. As a member of the Vocational-Technical

Consortium of States, West Virginia vocational educators have access to 160 catalogs of validated tasks. The West Virginia Vocational Curriculum Laboratory has a library of almost 16,000 printed and audio-visual materials. It has distributed over 100,000 pieces of instructional materials and has conducted over 550 professional meetings and workshops. The lab also has a system for conducting satellite-transmitted teleconferences.

- Research and Exemplary

  During FY-88 and continuing, proficiency testing for vocational completers has been developed in 11 program areas. Learning outcomes have been identified and approved for 7th and 8th grade developmental guidance and career exploration. Exemplary activities included basic skills integration training for teachers with 400 vocational and 200 academic teachers attending workshops. A "Mathematics at work document and applied measurement kits," have been distributed to 150 teachers. Applied Mathematics, Applied Communication and Principles of Technology are being implemented in several sites, and the software "Basic Academic Skills for Employment" is available at 73 sites. The Southern Regional Education Board Consortium project for improving the academic skills of vocational completers is being pilot tested in three sites. The JTPA cooperative project in dropout prevention, using computerized basic skills improvement, is being expanded statewide.

- Special Population

  FY-88 activities included:

  Handicapped - 9,411 mainstreamed in regular programs, 381 served in separate programs

  Disadvantaged - 37,067 served in regular programs, 315 served in separate programs

  Sex Equity/Single Parents and Homemaker - (3%) 10,000 students and 128 professionals received special training, 612 single parents and homemakers were served in 27 projects. Three percent of the state allocation of federal funds should be reserved for state level activities and coordination of sex equity and displaced homemaker programs.

(3) Public and Industry Services

- Public Service Training - 19,693 persons were enrolled in emergency care, fire, environmental, law enforcement, hazardous materials and rescue programs.

- Services to Business/Industry - 3,500 persons have been trained in supervisory management and specific occupational skills.

(4) Technical assistance and coordination of special initiatives are necessary from the state level to assure program improvement regarding basic skills, academic/occupational integration, technology, updating assessment, distance learning, articulation and instructional materials. The state staff coordinated 42 preservice and inservice training institutes. They provided technical assistance for the improvement of programs in the state and for all the activities outlined in section (2) above.

(5) Accountability and evaluation must be accomplished at both the state and local levels. Program standards and assessment materials and processes are most appropriately developed and implemented at the state level. Twenty-five percent of the programs are evaluated each year. Learning outcomes have been developed and approved for all programs and assessment materials are being developed.

2. Seventy-five percent of the total state allocation of federal funds should be flowed by formula to local education agencies (LEAs). Each state should allocate federal funds for local secondary and postsecondary adult programs based on proportional statewide FTE enrollment in the preceding year. (75%)

   a. The secondary proportion of funds should be flowed to LEAs by a formula weighted 70% on a program enrollment factor, 15% on a poverty factor and 15% on an academically disadvantaged and handicapped factor. Seven percent of these funds should be used for sex equity and displaced homemaker activities. Additionally, 7% should be used for handicapped students and 12% for academically disadvantaged students.

   b. The postsecondary/adult proportion of funds should be flowed to LEAs by a formula weighted 80% on a program enrollment factor, 10% on a poverty factor and 10% on a low academic and handicap factor. Seven percent of these funds should be spent on sex equity and displaced homemaker activities. Additionally, 7% should be used for handicapped students and 12% on students with low academic skills.

II. Uses of Funds reserved at the federal level

Certain activities are best accomplished on the federal level, and funds should be reserved for them and special initiatives. These should include:

A. National Center for Research in Vocational and Technical Education.

B. Curriculum Development and Dissemination Network.

C. Personnel development for leadership and technical aspects of vocational-technical education.

D. Discretionary funds for special projects.

E. Collection and analysis of data for accountability and assessment.

F. Special allocations to be distributed to SEAs for:

 1. Limited English speaking
 2. Tech-Prep
 3. Consumer and homemaking education
 4. Guidance/counseling/placement

G. Federal and state advisory councils.

Sincerely,

Adam J. Sponaugle

Adam J. Sponaugle
Assistant State Superintendent
Bureau of Vocational, Technical
and Adult Education

AJS:dav
1741W/48W

cc: Senator Robert C. Byrd
Senator John D. Rockefeller IV

PREPARED STATEMENT OF JOANNA KISTER

Mr. Chairman and Members of the Committee:

I am Joanna Kister, Assistant Director of Home Economics, with the Ohio Department of Education. I appreciate the opportunity to offer this written testimony on behalf of the National Association of State Supervisors of Vocational Home Economics Education, which encompasses Consumer and Homemaking Education. In this written testimony we have addressed questions that the Committee might like to have answered.

A. How effective is the implementation of Consumer and Homemaking Education, Title III, Part B of the Carl D. Perkins Vocational Education Act?

It is important to understand how the federal dollars for Consumer and Homemaking Education have been utilized by the States. This testimony will illustrate some of the programs, services, and activities which have been implemented effectively under the Carl D. Perkins Vocational Education Act.

- Over 3,500 native Americans are being served in a vocational-technical school in New Mexico. Topics include obtaining financing, credit use, and budgeting. Child care and a parenting program are also provided.
- CHE funds are used in Mississippi's education program for inmates in a women's correctional facility. The program is designed to build self-esteem, develop management skills, facilitate communication, balance work and family, and prepare the women for release into the outside world.
- Several states have worked with business and industry to develop balancing work and family seminars. These seminars are responsive to employee need regarding assistance with parenting and resource management issues.

- A consumer and homemaking education resource center program initiated in Vermont served teachers from 57 schools throughout the state. Resource materials emphasize areas such as teenage parenting, personal development, AIDS education, and nutrition.

- Twenty Indiana consumer and homemaking teachers are working in human service agencies during the summer. As a result of the internships, teachers will revise curriculum and teaching methods to address the challenges that confront families in economically depressed areas.

- Florida formed a family life education community partnership to bring family and community into the schools. The project is based on the premise from research studies that indicate gains of one to two years in school achievement when parents are actively involved in their children's education.

- CHE funds were used in Arizona to validate competencies, conduct four teacher-update workshops, and develop a curriculum guide for life management. Technical assistance to local districts related to program improvement and FHA/HERO leadership development.

- CHE in Illinois educates adults in the most economically depressed areas, providing parenting, management, and job readiness skills. Last year the program worked with approximately 89 community organizations per month.

- More students were served in CHE in the economically depressed counties in Texas (160,921) than the non-economically depressed counties (49,275). Schools documented increased application of the basic skills of communication, computation, and science in CHE courses.

- All curriculum guides (state and local) in Texas have been revised based on provisions in the Carl Perkins Act.

Ohio being the seventh most populous state is representative of national demographics. Ohio's Consumer and Homemaking Education programs include the following three statewide initiatives. Data for these initiatives exemplify the variety of methods used to determine the social/economic impacts of Consumer and Homemaking Education.

1. The GRADS Consumer and Homemaking Education program is designed to serve the needs of pregnant and parenting school-age students. The purpose of the GRADS program is to keep pregnant and parenting students in school until graduation. The curriculum focuses on positive parenting skills, decision-making skills, career goal-setting, health practices, and employability skills. Teachers make home and hospital visits and assist students in making contact with health and social service agencies within the community that will serve both them and their children. In 1984 there were 27 GRADS programs compared to 119 in 1989. State leadership is provided for GRADS teachers in the areas of technical assistance, in-service, accountability, and research.

   Social/Economic Impact--The majority (80 to 85%) of teen mothers drop out of school prior to graduation. In 1985, the United States spent $16.65 billion on families that were begun when the mother was a teenager. Consider the remarkable savings to society of the GRADS Consumer and Homemaking program which has a retention rate of 85 percent, over five times greater than that of teen mothers who do not participate in such a program. This statistic is based on the percentage of students who graduate or return to school the following year. We also have pre-post test data confirming improvements in parenting knowledge and skills. Evidence of this is reflected by the mother, child, and in some cases the teen father having benefited from the GRADS program. (Refer to the attached Ohio Vocational Home Economics Fact Sheet for a report of program status and effectiveness for the last fiscal year.)

2. Ohio's Secondary and Adult Consumer and Homemaking Education programs enhance competency in problem solving, decision-making, and critical thinking through curriculum improvement projects. Youth and adults, male and female, live and work in a complex society that is constantly facing change. They need programs which will assist them in developing the skills to think critically, creatively, and ethically about the multifaceted problems faced by families. The Ohio Consumer and Homemaking Curriculum assists students in forming judgments regarding major life choices such as marriage, parenthood, and work. It also assists students in becoming self-sufficient, responsible citizens who can contribute to the solution of social, economic, and cultural problems.

   Social/Economic Impact--Using a validated scale for evaluating decision-making frameworks, research on the Ohio Consumer and Homemaking Action Curriculum confirmed marked student improvement in the level of reasoning skills. We also have survey research documenting increased instruction requiring higher level thinking skills in Consumer and Homemaking Education.

3. Ohio's Family Life Consumer and Homemaking Education program serves families in economically depressed areas. It empowers parents with the skills needed for effective parenting, resource management, and job readiness. The Family Life

program has been continued under the Carl D. Perkins Vocational Education Act and currently focuses on parent/child interaction programs. Family literacy is one of the more successful outcomes of the Family Life program. This is accomplished by providing pre-school books to parents who often learn to read as they participate with their children in the program. Quality child care is provided while parents attend classes held in their housing development, community center, local health center, church, or public school.

Social/Economic Impact--Evaluations by university researchers using observation techniques reported "impressive results" from Family Life parent/child interaction programs. Parents showed significant development of parenting skills in understanding, encouraging, and expressing desirable behavior, as well as setting limits. Their children demonstrated growth in both self-esteem and responsiveness to others.

Ohio's communities received $816,000 when children were returned to improved home environments from foster care. Even greater returns are yielded from preventive education for pregnant women and early intervention through the parent/child interaction program. (Refer to the attached Ohio Vocational Home Economics Fact Sheet for a report of program status and effectiveness for the last fiscal year.)

To what extent do Consumer and Homemaking Education (CHE) programs coordinate with other agencies such as JTPA, Human Services, or Adult Basic Education?

The following examples are merely illustrative of the lengthy list of agencies with which consumer and homemaking education programs link. Most programs have advisory committees which include community members as well as agency representatives.

- o In Arizona CHE trained over 136 community representatives to become workshop presenters on topics needed by families in economically depressed areas. These trainees then provided nutrition, parenting, and budgeting information to people within organizations such as the Phoenix Indian Center, Hozhoni Foundation, and several rehabilitation homes and community service centers.
- o CHE programs in Mississippi collaborate with the Department of Public Welfare to provide parenting education for parents whose children were removed from their homes by the courts.
- o New Mexico recently completed a two year co-funded and co-monitored "latch-key" project with the Health and Social Services department serving 200 children.
- o In cooperation with the Sex Equity Coordinator, Indiana's Vocational Education Specialist for Home Economics has developed a program for parenting teens. The program offers parenting skills and employability skills that enable students to finish high school.
- o New Mexico has a coordinated project with a nonprofit agency, the New Mexico Organization for Adolescent Pregnancy and Parenting which served over 1,000 teens and adults annually. The formation of teen panels (including pregnant and parenting teens) is a new thrust for this year.
- o Florida's CHE programs linked with the Department of Health and Rehabilitative Services to develop curriculum and training to certify of child care workers.
- o A mandate and guidelines for AIDS education was developed by CHE in Kansas in cooperation with the State Department of Health and Environment, Social and Rehabilitative Services, and the National Center for Disease Control. An in-service program for teachers was provided.

- CHE programs in Kansas provide parenting and human sexuality education to juvenile offenders. The programs are coordinated with the Department of Social and Rehabilitation Services.

- CHE in Illinois educates adults in the most economically depressed areas by providing parenting, management, and job readiness skill training. Last year the program worked with approximately 89 community organizations per month. These included Headstart, the Department of Human Services, and EFNEP.

- A course in family life education was provided migrant students in 18 school disticts in Texas. This was coordinated with Chapter 2 funds and Migrant Education. CHE funds will be used to develop student materials for a course in parenting and child development next year.

How are the dollars from Consumer and Homemaking Education allocated?

In Ohio, some examples of federal allocation usage include:

1. Economically depressed urban areas receiving a major allocation for Family Life parent/child interaction programs.
2. Leadership, program development, curriculum development, and technical assistance.
3. Coordinated in-service with teacher education and local districts.
4. Instructional materials and direct grants to personnel development centers.
5. Research and evaluation to document the effectiveness and improve the quality of programs.

What concerns have been expressed about Consumer and Homemaking Education?

In Ohio, funds are used primarily for populations traditionally underserved in Vocational Education. (Refer to the attached Ohio Vocational Home Economics Fact Sheet.)

1. Is federal funding for "general" high school home economics programs?

An analysis of the total funding for Consumer and Homemaking Education in comparison to the number of schools having home economics programs, and the number of students enrolled in these programs would quickly dispel this possibility. Funding for general high school home economics programs comes from state and local resources.

2. Is the title "Consumer and Homemaking" pejorative to women?

This question may be asked from this perspective: Is the family demeaning to men or women? While Consumer and Homemaking Education programs emphasize national priorities and underserved populations, the programming functions under the umbrella of Home Economics. Consumer and Homemaking Education prepares men and women for the work of the home and family and for the successful interaction of work and family life. The 1988-89 male enrollment for Consumer and Homemaking Education is 38% nationally, in comparison to only 16% in

1970-71. The increase in male enrollment in Consumer and Homemaking Education programs and the increased focus on sex equity is a direct outcome of the federal funding of Consumer and Homemaking Education as a specific category of Vocational Education.

3. What is being done regarding teenage pregnancy prevention?

There has been a reduction in the rate of teenage pregnancy, however it clearly remains a national problem. Current data suggest that teen pregnancy is occurring at an earlier age. Ohio's Impact Consumer and Homemaking Education program for disadvantaged middle school youth focuses on self-esteem, basic homemaking skills, and career orientation. Teachers make home visits to work with teens and their families.

An inherent problem of preventive programs is that we cannot quantify the number of pregnancies prevented. Poor grades and high absenteeism have been correlated with teenage pregnancy. Ohio's Impact program has been able to document improved grades and school attendance among disadvantaged middle school youth. (Refer to the Ohio Vocational Home Economics Fact Sheet.)

4. Can Consumer and Homemaking Education provide instructional programs in parenting skills, parenthood education, and family living in order to serve the single parent and homemaker population?

Effective consumer and homemaking education programs have been in place for many years in each of the States, with qualified educators providing instructional programs in the areas of parenting, resource management, managing home and work responsibilities, and responding to individual and family crises. In Ohio, Consumer and Homemaking Education has provided the leadership for programs for displaced homemakers and single parents. The Single Parent and Homemaker setaside provides grants for support of occupational training tuition, child care and transportation, and innovative projects for a specific population. Students enrolled in Secondary and Adult Consumer and Homemaking Education programs are eligible for the grants. Thus, single parent and homemaker grants provide support services and are linked with Consumer and Homemaking instructional programs to provide marketable skills which enhance employability. Outcomes prove the efficiency and efficacy of this approach. (Refer to the attached Ohio Vocational Home Economics Fact Sheet.)

B. What national concerns does Consumer and Homemaking Education address?

Social change in America dictates a national agenda which Consumer and Homemaking programs address. The figures are disturbing. Nearly a million American teenagers become pregnant each year. A million youth drop out of school. The social and economic costs to society are incalculable. The range and magnitude of problems verifies the tremendous need for Consumer and Homemaking Education to continue addressing the needs and concerns of youth at-risk. Consider the following national statistics:

- o Youths 13 and older account for 46 percent of the foster care caseload. Almost one-fourth of the children reported as abused and neglected are teenagers.
- o Members of families with children now represent more than one-third of the homeless population nationwide.
- o Substance abuse is pervasive among adolescents in America. Approximately 3 out of every 10, or 4.6 million high school students experience serious drug-related problems.
- o Anorexia nervosa and bulimia nervosa pose major nutritional and psychological problems as well as medical complications for adolescents.
- o Suicide is the third major cause of death among young people.
- o Nearly a fourth of the AIDS cases are in the 20-29 year old age group. Teenagers are contracting AIDS.

However, statistics do not capture the essence of youth at-risk. From classroom observations and the daily student conference and teachers' home visit logs of Ohio's Impact Consumer and Homemaking programs, we can picture students who have experienced the following types of problems:

- o A handicapped student with a reading disability needed help with classwork.
- o An abused student withdrew from her peers after being sexually attacked by her stepfather.
- o A neglected student slept in a laundromat after being thrown out of his home.
- o Student is caring for younger siblings and the home since her mother walked out on the family.

- A girl sees pregnancy as a way out of a negative foster care environment.
- A school-age parent misses a lot of school, being unable to afford child care services.
- Outstanding school leader's mother is put in prison on drug charges.
- A runaway steals a car over the weekend.
- A boy cannot communicate with his great-grandfather, who has recently moved into the home.
- Student is expelled from school for drinking.
- Student is caught selling drugs at school; her father is a dealer.
- Student attempts suicide by taking an overdose of codeine.

These descriptions, while poignant, are simplistic in that they fail to convey the complexity of the problems of youth at-risk. Most students, in fact, experience an array of problems. However, the descriptions are representative of students across the nation who are likely to drop out of high school.

Consumer and Homemaking Education programs focusing on drop-out prevention, such as Impact and GRADS, are making a difference. Teachers of these students are concerned about the pervasive problem of low self-esteem among youth at-risk. Yet, preventive programs such as Impact and GRADS cannot continue without federal funding for Consumer and Homemaking Education.

Future Homemakers of America, the co-curricular home economics student organization, helps youth develop skills in leadership and citizenship. The organization sponsors programs which help youth take control of their lives and prevent problems such as teen pregnancy, substance abuse, and teen suicide.

C. Why should there be categorical funding for Consumer and Homemaking Education?

Families, to a great extent, determine who a person is and what he/she becomes. Bronfenbrenner (Cornell University) has said that the family is the most humane, the most powerful, and by far the most economical system known for making and keeping human beings human.

Families nurture and educate the young. Authorities have indicated that approximately 75% percent of learner achievement is associated with socio-economic status and family background--what children bring to school.

The family represents our greatest national strength. The Commerce Department has estimated that the tangible output of America's households is worth 160% of the GNP. The economic well-being of our nation is based on the social and economic well-being of families.

In funding Home Economics Education since the Smith-Hughes Act of 1917, Congress has recognized the relationship between a well-ordered home and family life and a productive, satisfying work life. Consumer and Homemaking Education prepares youth and adults for competence in the work of the family. The concept of work, whether in a family or job setting, is central to Vocational Education. Consumer and Homemaking Education is a unique part of Vocational Education in that its programs address the interrelatedness of the home, family, and workplace.

Consumer and Homemaking Education is needed to:

- o provide support services and programs for traditionally underserved populations,
- o develop and fund research and exemplary projects,
- o attract and retain well-qualified state department of education supervisors,
- o provide technical assistance for programs,
- o support preservice and in-service education for teachers,
- o develop new and relevant curriculum materials, and
- o develop leadership through the vocational student organization, Future Homemakers of America.

Our work force is threatened if we do not meet the needs of all students. With a limited investment, Consumer and Homemaking Education offers quality programs which prepare youth and adults, males and females, for the work of the family. Consumer and Homemaking Education includes parenting education, and balancing the demands and responsibilities of work and family, as well as access for underserved populations to these programs. In order for Consumer and Homemaking Education to continue the important work of educating and assisting America's families we encourage you to reauthorize federal funds for Consumer and Homemaking Education, Title III, Part B, as a specific category under the Carl D. Perkins Vocational Education Act.

Thank you for considering this reauthorization request.

STATEMENT OF

JOANNA KISTER, PH.D

ASSISTANT DIRECTOR
VOCATIONAL HOME ECONOMICS

OHIO DEPARTMENT OF EDUCATION

PREPARED STATEMENT OF DR. ROBERT ALLEN BY HAUNANI APOLIONA

Senator Pell and members of the Subcommittee on Education, Arts, and Humanities, thank you for this opportunity to present testimony on S 1109 relating to reauthorization of the Carl D. Perkins Vocational Education Act (P.L. 98-524). My comments this morning will focus on a provision of the Perkins Act that is of special interest and great significance to the people of Hawaii.

I refer to Section 103 of the Carl D. Perkins Vocational Education Act authorizing the Secretary of Education to "enter into contracts with organizations to plan, conduct, and administer [vocational education] programs...for the benefit of Hawaiian natives." This provision of the Perkins Act meant that, for the first time in the history of federal vocational education legislation, funds would be obligated for the specific purpose of addressing the longstanding employment problems of the native Hawaiian people.[1]

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[1] The Perkins Act defines "Hawaiian native" as "any individual any of whose ancestors were natives, prior to 1778, of the area which now comprises the State of Hawaii." A recent survey conducted by the Hawaii State Department of Health reports that there are 175,909 native Hawaiians currently living in the State - approximately 18.2 percent of the total population.

Although federal vocational education legislation up to and including the Perkins Act has sought to focus resources on disadvantaged groups and special needs subpopulations, the creation of a Native Hawaiian set-aside under P.L. 98-524 recognized that the needs of the Native Hawaiian people are so deep-rooted and unique that they cannot be adequately addressed through these standard provisions. Specifically, Congressional testimony in support of the creation of the Native Hawaiian set-aside in 1984 pointed out that because the Native Hawaiian people differ so substantially from other racial and ethnic groups in terms of their cultural values, social practices, and learning styles, any program that is to be effective in meeting the needs of this community must be sensitive to and compatible with these key characteristics.

Information collected by the Hawaii State Department of Education, the University of Hawaii, and other public or private agencies has clearly documented the serious and diverse needs within the Hawaiian community for special vocational education assistance.

- 1980 U.S. Census data showed that Native Hawaiians are still seriously overrepresented in jobs that are often characterized by low wages, poor working conditions, high turnover, and meagre career advancement opportunities. Thus, over 15 percent of the total Hawaiian population works as motor vehicle operators, guards, and janitors, but only 2 percent are in management positions.

- Native Hawaiian-owned businesses account for only 7.15 percent of all minority-owed businesses in Hawaii. Of the 50 largest ancestry groups in the United States, Native Hawaiians rank 44th in terms of business participation rates.
- Students of Hawaiian ancestry represent about 21 percent of enrollment in public elementary and secondary schools, but only 11 percent of community college enrollment, 5 percent of 4-year college enrollment, and 2 percent of recent university graduates.
- Among the Native Hawaiian students who do attend college, a high dropout rate has been recorded. For instance, out of 1,003 Hawaiian students entering community colleges in 1982, about 63 percent failed to return the following year.

Although the Native Hawaiian Vocational Education Program (NHVEP) is still in its infancy, enormous progress has been made over the past 3-1/2 years in designing and implementing activities that will have a profound and permanent impact on the employment status of the Native Hawaiian people. The quality and success of these efforts can be measured by considering the recognition that they have gained. This recognition includes:

- U.S. Senate commendation for development of the Hawaii Computer Training Center, a joint venture of IBM Corporation and the NHVEP (Congressional Record, June 20, 1988, S 8243-8245). The Center has already received contributions of more than $400,000 from IBM and its many other business partners.

- Nomination for the Hawaii Chamber of Commerce annual "Excellence in Education" award for development of the Senior Career Intern Project. This project provides summer internships at some of Hawaii's largest firms to encourage native Hawaiian students' interest and entry into business management careers.

- Enactment of Hawaii State House of Representatives and Senate Resolutions encouraging replication of the Hana Kupono project, an NHVEP-initiated instructional program designed to improve the basic academic skills of Native Hawaiian secondary school students (S.R. 210, S.C.R. 238, H.R. 261, and H.C.R. 242).

- Annual contributions in excess of $100,000 by the University of Hawaii Community Colleges towards the implementation of a statewide project to double

Native Hawaiian enrollment in and graduation from community colleges over the next eight years.

In a recent evaluation report of the Native Hawaiian Vocational Education Program, the Arlington-based firm of Development Associates, Inc. commented that the Program "constitutes an ambitious and exciting approach" to the employment needs of the Native Hawaiian people and has "great potential for influencing vocational education policy and programs." Educators in Hawaii concur with these views and strongly advocate reauthorization of the Native Hawaiian set-aside in future federal vocational education legislation.

Senator Pell and members of the Subcommittee on Education, Arts, and Humanities, thank you for this opportunity to comment on reauthorization of the Carl D. Perkins Vocational Education Act.

PREPARED STATEMENT OF MATTHEW B. COFFEY

Thank you, Mr. Chairman, for allowing the National Tooling and Machining Association (NTMA) to submit this testimony in support of continuing federal commitment to vocational and technical education. Technical education is critical to our industry.

Our industry has two distinctive characteristics. First, it is the backbone of all American manufacturing. Anything that is mass produced by machinery -- whether toasters, pens or silverware, rocket parts, car engines or computer keyboards -- is shaped by tools, dies, molds, machining and special machines. Without our "products," there can be no mass production. It was the creative genius of our predecessors in the 19th century that gave America its industrial might and pre-eminence. Today, our members are one of the nation's most technically innovative and advanced industries -- at the cutting edge of high technology. And if America is to continue to have a domestic manufacturing capacity of any kind in the next century, then we must have the ability to create the tools, dies, molds, machining and special machines that allow our factories to work. There is no other service or product that is so essential to every aspect of American industry.

The second distinctive characteristic of our Association, and one that is particularly relevant in this Committee's deliberations, is that we represent the classic American "small business" industry:

- 12,000 separate companies;
- 80% under 20 employees;
- Typical firm has 8 or 9 skilled craftsmen, with 1 or 2 clerical supports;
- Virtually entirely owner-operated; a truly entrepreneurial industry.

There is probably no other manufacturing industry in America that has this "small business" profile -- a profile usually found in local retail and service businesses (cleaners, grocers, drug stores) not in manufacturing and production.

Our industry is so highly fragmented because of the unusual nature of our manufacturing process:

- Customized -- almost every job is a custom assignment to meet a special need, not susceptible to mass production;
- Industry specific -- while heavily concentrated in such fields as automotive, defense and aerospace, our companies work for every industry and every American manufacturer -- collectively we cover the whole economy, but on an individual basis, most of our firms tend to focus on niches in particular industries;
- Creative -- our work often requires the development of innovative designs and new production techniques which involve extensive research and testing;
- Skilled -- our workers are highly skilled craftsmen, trained in engineering, mathematics and technical design;
- Precision -- we produce extremely complex close-tolerance products, regularly meeting standards of 1/10,000 of an inch -- equivalent to 1/20 the wide of a human hair; and,
- Service -- while we produce tools, dies, molds, and precision metal parts, our customers are themselves manufacturers and we must respond to their frequently changing technical requirements.

Because of the small size of our firms and the customized nature of our work, this has always been an extremely competitive industry. Our members compete against each other and against foreign firms for each piece of business. As a result, there is constant pressure for quality work and cost effective innovation that continually selects the best-managed and most skillful firms for survival.

Our members are consequently independent, determined, and self-reliant. They not only run every aspect of their own businesses, but they take personal responsibility for quality and service and for the economics of their firm. They have no one else to lean on, to turn to or to blame. They are realists who must deal with changing economics and new technologies. And they accept the burden of adapting to change if they are to remain competitive and survive.

THE CHALLENGE

Our industry is in the process of massive changes, which challenge the innovativeness, management skills, and financial resources of NTMA's membership. The members are challenged to change their process technologies, which have undergone rapid conversion from old-line mechanical controls to computer-driven lasers. They are challenged to upgrade their work force to fit with the new capital and technologies. They are challenged to adapt to the demands of their customers as they are undergoing rapid technological change and a restructuring in the way they do business -- new processes, new materials, finer tolerances and specifications, and new business locations.

BASIC POINTS OF CONSIDERATION

Our industry feels very strongly about the crucial points being discussed today concerning the Carl D. Perkins Act. We wish to make our views a part of the record.

We believe that renaming vocational education "Applied Technology" has merit. This change signifies modern, relevant, technical job training. However, this change should be coupled with a restructuring of the relationship between academic and technical instruction.

Our industry needs competent technicians with basic knowledge of terms and processes in tooling and machining. We also need workers who have mastered basic education skills in math, science, communication and computers.

What is widely known as "general education" deprives students of academic or acceptable technical education. When high school graduates cannot read, they are virtually deprived of the opportunity to become taxpayers. In the fight for global competitiveness, we need workers adaptable to change, capable of communicating skillfully and able to solve problems.

NTMA transposes no objection to the notion that special populations need access to vocational education. We agree with the criticism vocational education has received over formulas and targeted set-aside funding. To address this concern NTMA supported the particular provision of H.R.7 suggesting the distribution of more funds to the neediest school districts. It is only fair and equitable to help the poorest vocational education districts most, and to encourage the more affluent districts to achieve more financial independence. All this effort is in the best interest of increasing the numbers of technically qualified workers.

Each and every district should be required to expend maximum funds for program improvement, including high technology equipment, instructor upgrading and counselor in-service programs.

State agencies have been cast in the unenviable role of administering the current special population set-asides. While some state program officials blame the federal legislation for creating a structure needing administration, they themselves contribute to the formation of structural barriers which inhibit successful local program implementation. While this happens with some inconsistency, it happens, and when it does, the results are cumbersome and ineffective.

NTMA favors cancelling set-asides, loosening strings and giving local personnel the authority to do the job. Our 60 federated chapters around the nation have found that local officials know best what the local needs are. Our member companies find that the "small business" voice generally cannot be heard through the intricacies of state bureaucracy and politics.

For the reasons stated, we strongly believe that funds should be passed directly to local vocational education personnel at the lowest possible level.

Of the 26,000 funded, staffed and equipped vocational education programs, very few are viewed by the business community as effective.

OTHER POINTS OF CONSIDERATION

I would like to mention three other particular points of consideration. We at NTMA would welcome the opportunity to work with you and your Committee and staff in developing industry standards, model business and industry partnerships and apprenticeship coordination with industry.

MOST CRITICAL CONCERN

We have followed these hearings closely and believe you have solicited balanced opinions. However, there remains one issue not dealt with adequately in any other testimony or in any of the several vocational education reauthorization versions introduced to date. The issue which is our most critical concern is that of employer advisory councils. We feel most strongly that these councils should be restored.

NTMA favors councils having employer authority at the state level. The councils should be employer dominated, comprised of employers whose industries can demonstrate shortages of high skills. Governors would have wide discretion to combine the state council with JTPA and Human Resource statewide councils. Simply stated, the NTMA version would transfer the successful JTPA local PIC council model to each state, but on a statewide basis. The councils should be titled "competitive workforce councils." Most important, employer councils should have the authority to withhold funds. Employers should have the authority to require a state educational review which could terminate poor programs. Employers also should be able to terminate programs which are not organized in consonance with actual or anticipated opportunities for employment. This is consistent with the notion that one of the most important purposes of a national vocational education system is to challenge our foreign competition with our best and most brilliant, advanced math and physics students we have. We believe that Committee approval of these recommendations will rekindle interest of top level volunteers, administrators and the entire nation.

Our suggestions are intended to provide a vocational education system that will serve special populations by offering access to quality programs, attracting intellectually gifted and talented students, programs in which parents will proudly enroll their children, and systematically link a proper college education where appropriate.

In summary, NTMA supports renaming the act, the rigorous mixing of academic subjects with the opportunity to technically apply them, and the specific establishment of employer competitiveness councils.

Thank you, Mr. Chairman, for allowing NTMA the opportunity to express these views to your Committee and staff members. We would welcome an invitation to assist the staff in evaluating them.

Senator **Kassebaum**. Thank you very much. We appreciate your testimony.

That concludes today's hearing.

[Whereupon, at 12:17 p.m., the subcommittee was adjourned.]

REAUTHORIZATION OF THE CARL D. PERKINS VOCATIONAL EDUCATION ACT

THURSDAY, JULY 27, 1989

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES, OF THE
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, DC.

The subcommittee met, pursuant to notice, at 10:12 a.m., in room SD–430, Dirksen Senate Office Building, Senator Nancy Landon Kassebaum, presiding.

Present: Senators Kassebaum and Dodd.

Senator **KASSEBAUM**. The hearing will please come to order.

Chairman Pell unavoidably is not able to be here this morning. I would like to read a brief opening statement, since this is the concluding hearing for us on the reauthorization of the Perkins bill.

I would like to welcome everyone to this morning's hearing. This is the final hearing which we will hold on the reauthorization. We have had a number of hearings around the country, as well as here in Washington.

Through the course of these hearings, the subcommittee has received a great deal of advice regarding program priorities and structures. As one might expect, witnesses did not speak with one voice on these subjects. However, they have been unanimous in affirming the importance of strong vocational programs, a view which Chairman Pell and myself whole-heartedly share.

Although Federal funds represent less than 10 percent of all spending for vocational education, the Federal presence is seen as an influential component of the program.

As we begin putting a bill together, the information and suggestions that have been put forward have been enormously helpful. I look forward to hearing from those of you who are testifying this morning and greatly appreciate everyone being here.

[Prepared statement of Senator Simon follows:]

PREPARED STATEMENT OF SENATOR SIMON

Mr. Chairman, I would like to join my colleagues in welcoming this distinguished group of witnesses. I look forward to hearing their testimony.

I would like to thank the Chairman of the Subcommittee for holding this excellent series of hearings on the reauthorization of the Carl Perkins Act. I look forward to working with the Chairman and the other members of this Committee during the reauthorization of this important program.

I strongly support the Carl Perkins Act and the vocational education programs which it provides. The Carl Perkins Act is designed to bring the value of a vocational education to all segments of the population. I believe it is important that we preserve, if not increase, the accessibility of vocational education programs to those persons with special needs.

I would like to recall the moving testimony presented in a previous hearing by a mother of a disabled daughter. The mother explained that through a vocational education program which received funds specifically for programs for the disabled, her daughter gained employable skills, independence, and confidence. We need to guarantee that students who can be most helped by these programs continue to have access.

Many segments of the population have specific job training or educational needs which are not being met adequately through traditional programs. There are 36 million working age Americans with disabilities, most of whom are not active participants in today's workforce. Two-thirds of Americans with disabilities are unemployed. Black Americans with disabilities suffer from an astonishing employment rate of 83 percent. There are 11.5 million displaced homemakers in the United States with an unemployment rate of 66 percent and of those 29.5 percent who are employed, 24.4 percent work part time.

There is also a large number of economically and academically disadvantaged youth who do not have access to quality occupational training and education. These youth comprise a significant portion of the future workforce, yet many of these youth lack the skills to be full participants in the current and future labor markets. Young adults between the ages of 20–24 suffer extraordinarily high unemployment rates: 6.8 percent for Whites, 11 percent for Hispanics, and 20.3 percent for Blacks in 1988.

There are 10 million Americans who are receiving some type of unemployment compensation. Every 1 percent of unemployment costs the Federal government between $25 and $35 billion dollars a year. These high levels of unemployment are not only costly, but they are avoidable through job training, educational, and vocational education programs.

I continue to be extremely supportive of the Carl Perkins Act and its efforts to make vocational education available to many groups with a variety of specific needs. I do believe that a component of any reauthorizing legislation must improve the current data available on who is being served in vocational education programs. Currently, information on placement and retention in employment is all but nonexistent.

I look forward to working with my colleagues during the reauthorization of the Carl Perkins Act. I commend the Chairman for the sincere interest he has shown in the area of vocational education.

Senator **KASSEBAUM**. It is a pleasure to welcome the first panel: Mr. Terry Craney, a physics and mathematics instructor at Northeast Wisconsin Technical College, Green Bay, WI, for the National Education Association; Dr. Kenneth Watson, Associate Superintendent, Seattle Public Schools, Seattle, WA, for the Council of the Great City Schools; Ms. Jane A. Amero, Chair of the Maine State Board of Education, Maine Department of Education and Cultural Services, Augusta, ME; Mr. Bruce Gray, Director of the Frances Tuttle Vocational-Technical Center, Oklahoma City, OK.

Welcome. If it is all right with the panel, we'll go from left to right.

Mr. Craney?

STATEMENT OF TERRY CRANEY, PHYSICS/MATHEMATICS INSTRUCTOR, NORTHEAST WISCONSIN TECHNICAL COLLEGE, GREEN BAY, WI, ON BEHALF OF NATIONAL EDUCATION ASSOCIATION

Mr. **CRANEY**. Thank you.

My name is Terry Craney. I am an instructor of applied physics and mathematics at Northeast Wisconsin Technical College in Green Bay, Wisconsin.

On behalf of the National Education Association, the NEA, I appreciate this opportunity to speak to you about the Vocational Education Act.

Decisions this Congress will make concerning the reauthorization of the Carl Perkins Vocational Education Act will make a dramatic difference in the quality of education for American students. Equally as important, your actions will have a profound effect on our Nation's future economy.

The links between vocational programs and the workplace are quite clear. Nine out of ten Americans believe that education, more than industrial efficiency or defense capability, is the most important factor in our Nation's future strength.

In our view, vocational education should do more than just keep pace with change. Vocational programs should help to shape changes in ways that improve our Nation's competitive posture.

Traditionally, the Federal role in vocational education has been to expand access and provide resources to assure students that access is meaningful. Appropriately, Federal vocational programs are targeted to the very students who will make up the largest increase in the work force: women, minorities, students with limited proficiencies in English, and the handicapped.

As both a moral and practical matter, our Nation can no longer afford to allow large numbers of these students to slip through the cracks.

NEA believes the legislation passed by the House which would fine-tune the funding mechanisms for the programs targeted for the traditionally underserved youth deserve support from the Senate.

This reauthorization must also address two related issues that affect every person seeking employment today. First, jobs in many service and technical fields will require a higher degree of complexity than ever before. Second, given that most people will change jobs several times during their careers, or at least their jobs will change around them, vocational program graduates must be well-grounded in skills that enhance lifelong learning.

In too many instances, the education reform movement has overlooked vocational education. The committee should take steps to help assure that students completing vocational programs meet high academic standards in their core disciplines.

In addition, academic skills should be better-integrated into the vocational curriculum. In my own work, for example, I have seen the effectiveness of teaching abstract concepts through concrete, job-oriented experiences.

Further, NEA strongly supports the Tech-Prep Education Act sponsored by Chairman Pell. This and other steps must be taken to assure better coordination between the K–12 schools and the postsecondary training institutions.

Given the complexity of job-placed demands, postsecondary institutions will play an ever more vital role in vocational education. We call on you to recognize the place postsecondary institutions play in vocational education and to see that such programs get the resources they need for instruction and equipment.

Federal support for vocational education has been eroded by some $430 million after accounting for inflation since fiscal year

1980. Congress must provide adequate resources to meet the needs of vocational education students.

In addition, NEA urges Congress to place a greater emphasis in the Federal law on the funding of instruction, equipment and services at the local level. Local education agencies, including postsecondary vocational education institution, are best-suited to establish programs that address local needs. In this process, teachers and other instructional personnel must have an effective voice in the design and implementation of vocational education programs if these programs are to be successful.

Without continued Federal involvement, including adequate resources, Federal education programs will not receive the attention and commitment they deserve.

On behalf of the NEA and my colleagues in the field of teaching, we ask for your continued support.

Thank you.

Senator **KASSEBAUM**. Thank you, Mr. Craney.

[Prepared statement of Mr. Craney follows:]

PREPARED STATEMENT OF TERRY CRANEY

Mr. Chairman and Members of the Committee:

I am Terry Craney, an instructor of applied mathematics and physics at Northeast Wisconsin Technical College in Green Bay, Wisconsin and a member of the Board of Directors of the National Education Association which represents 1.9 million professional and support employees in public elementary, secondary, vocational, and postsecondary schools throughout the nation. We appreciate the opportunity to present our views on S. 1109, the reauthorization of the Carl D. Perkins Vocational Education Act.

Future demands

The Vocational Education Act is one of the oldest federal education programs in existence, and it continues to play a viable and essential role in federal education policy. NEA believes the federal government must maintain — indeed increase — its support for vocational education to help open the doors to educational and economic opportunity and to help schools keep pace with the increasing demands of technological and social changes in the workplace. This reauthorization process provides an important opportunity not only to extend but to enhance the federal role in vocational education.

America's businesses and industries are undergoing rapid and dramatic change. Harvard economist Robert Reich writes: "Productivity...is no longer simply a matter of making more of what we already make at less cost per unit. To add greater value to the world economy, we have to provide higher quality goods, and tailor our products and services to the particular needs of consumers." Reich concludes that the impact of this change is that businesses must be more flexible and that workers, too, must be able — not only to adapt to changes — but to initiate change and innovation.

At the same time, the training requirements of even the most mechanical jobs are rapidly changing with innovations in technology. Automotive mechanics must now be capable of operating sophisticated electronic diagnostic equipment. Draftspersons must be conversant in computer skills. Office workers must continually adapt to innovations in office equipment. For vocational education programs to be meaningful, they must provide training in today's job-related skills and help participants improve overall learning skills. In other words, basic skills — including reading and computation skills — are now essential prerequisites to vocational skills. And increasingly, higher order thinking skills — synthesis, problem-solving, and creativity — will be necessary to success in the marketplace.

The need for federal involvement

The traditional federal role in education has been to assure access to educational opportunities within the public schools and to ensure that access is meaningful by enhancing the quality of these educational opportunities. Moreover, the federal government has played a vital leadership role in setting high goals and standards for students and educational institutions, as well as providing funding assistance to help them meet those standards. The current federal effort in vocational education is structured within these parameters.

The need for continued federal involvement in vocational education programs is driven both by economics and demographics. Increasing demands of the economy, and the rapid changes that take place in today's workplace, require that Americans of all ages and backgrounds have opportunities for both initial training and ongoing skills enhancement. In addition, demographic and social factors demand that we continue progress in expanding educational and economic opportunities for women, minorities, and others. At present, women constitute more than half of the work force. Demographic projections show minorities growing faster than the majority population. In some states, such as California and Texas, today's minorities will be the majority of the population by the turn of the century. At the same time, since the overall population growth rate has slowed while the demand for labor has increased, we must do more to assure that all our citizens are adequately prepared to be capable, productive members of the work force, and active in our nation's political and social institutions.

The Vocational Education Act programs currently in effect are designed to expand and improve vocational education programs and increase access to high-quality vocational programs for traditionally underserved populations, including women, minorities, disadvantaged students, the handicapped, and students with limited English proficiency. In fact, more than half of the federal Vocational Education Act's funds are used to expand educational opportunity for these "special" populations. These "setasides" for special populations play a vital role in the educational effort. Special funding considerations to assure the access of unique populations to vocational education opportunities must continue to be a fundamental part of the Act. However, it is also important that we address some of the difficulties that have occurred in implementing these provisions in the past.

The National Assessment of Vocational Education reveals that in come cases, for instance, setasides have led to widely varying allotments among different institutions, and have frequently resulted in grants to school districts that are too small to carry out any substantial activity. In addition, when presented with insufficient federal guidance, states and localities have not done enough to target federal resources to students with the greatest needs.

It is critical to safeguard funding for special populations while assuring the most effective delivery mechanisms possible. NEA continues to be strongly concerned that the access of various special needs students to vocational education is safeguarded and that funds allocated for this purpose are spent effectively. Unique among the setasides is the 3.5 percent devoted to sex equity programs. And yet, funds provided to promote sex equity in vocational programs are far too small to carry out their purposes. Three-fourths of the sex equity grants are less than $9,500 per school district. NEA recommends a greater commitment to encouraging state and local providers to assist women who seek to gain employment in nontraditional occupations.

Federal effort under attack

In recent years, federal vocational education efforts have been under attack from some quarters. The Reagan Administration targeted federal vocational programs for deep funding cuts in FY87 and total elimination in FY88. The rationale for these cuts can only be characterized as specious. In 1986, the Administration argued that "in most areas any initially superior performance of vocational graduates, relative to graduates who did not take vocational education, tends to disappear after a few years in the labor force." The difference in the "initially superior performance of vocational graduates" is, in the vast majority of cases, the difference between getting hired and not getting hired.

The Administration also argued that vocational education programs undermine the importance of basic academic instruction at the secondary level. We agree that basic skills are important to any potential employee regardless of their chosen career, but we do not see it as an either/or situation. Vocational education programs should strongly emphasize both basic skills and vocational skills. While we want each student to work to the individual's highest potential, that is not the same as saying that all secondary education must be college preparatory. The National Assessment found that non-college bound students took only 0.4 credits less in the "new basics" for each additional credit taken in vocational education. Most students tend to take more course work overall, rather than opt for vocational courses over math, science, English, social studies, history, or foreign language.

Attacks on vocational education have continued, admittedly toned down, with the Bush Administration's recent proposal for a massive consolidation of vocational education programs. The history of the Chapter 2 block grant and its antecedent programs is illustrative: after consolidation, Chapter 2 has seen a steady erosion of funds, and since the objectives of the block grant are not as specific as categorical programs, it remains a target for spending reductions. NEA believes that federal education programs should have specific goals and a consistent level of resources to meet those goals.

Attitudes toward vocational training

For too long in this country, a bias has existed that vocational education programs were for less able students. NEA believes that vocational education programs at the secondary level should not be relegated to second-class status, but should be considered a central part of the curriculum, particularly for students interested in careers that do not require university education. As the demands of today's jobs increase and as people require training in new skills to keep pace with technological developments or changes in the availability of jobs, vocational programs are increasingly an essential part of the education curriculum for both young people and adults. Federal involvement in these programs helps assure that vocational education remains a priority, and that state and local governments have resources to ensure that these programs provide young people access to the labor force and entry to the mainstream of society.

The education reform movement has overlooked vocational education in too many states. The Committee should weigh carefully steps to integrate vocational education programs more fully into the regular academic curriculum such that vocational education receives the full benefit of the current education reform movement while fulfilling its potential to aid the academic and basic skills development of its students.

Assistance to local education agencies

Education takes place at the local level. It is absolutely essential that resources are directed to the local level to the maximum extent possible. Local education agencies, including postsecondary vocational education institutions, are best suited to determine what local needs are and to establish programs to address local circumstances. In determining local needs, teachers and other instructional personnel must have an effective voice in the design and implementation of vocational education programs.

NEA strongly supports a greater emphasis in the federal law on the funding of instruction, equipment, and services at the local level. Funding for state administration and state level programs should be kept to a minimum.

The National Assessment found that the quality of vocational education available to students in disadvantaged schools is significantly lower than that available to students in more affluent communities. Providing more federal resources directly to local educational agencies, based on economic need of the students and communities, would help compensate for some of these funding inequities. Maintaining an emphasis on students and youth targeted in the federal programs is particularly critical, given the National Assessments conclusions that non-completion rates are significantly worse for minorities and disadvantaged students than for the overall student population.

A number of the recommendations of National Assessment deserve particular attention:

o Upgrade the content of vocational courses to emphasize broad and specific job skills and transferable academic skills;

o Develop new applied learning courses that integrate instruction in academic and vocational skills and require students to achieve mastery of skills in both these areas;

o Increase the continuity of vocational training between secondary and postsecondary institutions by working with representatives from postsecondary institutions; and

o Ensure that at-risk students obtain the assistance necessary to gain access to and succeed in high-grade vocational education, including tutoring students with basic skill deficiencies.

NEA strongly supports S. 439, the "Tech-Prep Education Act" sponsored by Chairman Claiborne Pell. This legislation is an additional means to acknowledge the important contributions of postsecondary providers to our nation's vocational education system. This and other steps must be taken to assure better coordination between K-12 and postsecondary training programs to ease the school-to-work transition for vocational education graduates.

Meeting future economic needs requires emphasis on experience with modern systems, both technological and social. Given the rapidly changing nature of so many occupational fields, the obsolescence of equipment in vocational education programs continues to hamper the effectiveness of training. Sadly, too often training institutions are forced to use equipment that they know is outdated because they lack the resources to replace it. Particular consideration in the reauthorization must be given to meeting the chronic need for current instructional equipment. At the same time, participants in vocational education programs must have experience in working in the collaborative work environments that economists and social scientists say are the wave of the future.

Funding for vocational education

NEA believes that secondary schools, vocational-technical centers, and community and junior colleges are all vital to a comprehensive system of vocational education. The contribution of each should be recognized and supported in the federal statute.

Over the past several years, however, appropriations levels have not kept pace with the needs of students served in these programs. After adjusting for inflation, federal vocational education programs have lost some $430 million in resources since FY80. NEA believes that the current "such sums" authorization language in the law has contributed to this erosion. In developing this reauthorization, Congress must develop specific, significant increases in the authorization levels for vocational education programs and enact appropriations measures that meet these targets.

Without continued federal involvement in vocational education, these programs will not receive the attention and commitment they deserve. The students who need access to quality programs will suffer, and our nation's economic vitality will suffer as well.

Senator **Kassebaum**. Dr. Watson?

STATEMENT OF DR. KENNETH WATSON, EXECUTIVE DIRECTOR OF GOVERNMENT RELATIONS, SEATTLE PUBLIC SCHOOLS, SEATTLE, WA, ON BEHALF OF COUNCIL OF THE GREAT CITY SCHOOLS

Dr. **Watson**. Thank you, Senator.

I am here representing the Council of the Great City Schools and am also Executive Director of Government Relations for the Seattle School District.

The Council serves inner-city youngsters, approximately 12 percent of the Nation's public school enrollment, one-third of the Nation's black children, 27 percent of the Nation's Hispanic children, and 20 percent of the Nation's Asian children being educated in our schools.

One-third of our children come from families receiving public assistance. We think the need for improved vocational education is very great.

We have a few issues and about 13 recommendations that we would like to share with you today.

The first issue that we'd like to discuss is the matching requirements. When the Carl Perkins Vocational Education Act was passed in 1984, it included a new requirement that local education agencies match the Federal contribution. The reasoning for this was to increase the total dollars spend on special populations for vocational programs. Our experience in the cities, however, indicates that just the opposite has happened. Rather than increasing spending on the disadvantaged, spending has declined.

In Seattle's schools, we received approximately $300,000 of the State's $13.8 million from the Carl Perkins Act. We are now in jeopardy of not being able to accept those funds because of the match requirement. The Philadelphia Public Schools had to turn back $3.3 million because they could not meet the Federal match requirement.

We think that this needs to be changed by Congress in this reauthorization.

We would like to recommend that the matching requirements for the current law be deleted completely.

Our second recommendation is that the Council recommends that the excess cost per child or student in the current law be deleted completely.

On the issue of special population set-asides, the Federal role in elementary and secondary education historically has been built around ensuring equity and opportunity for those students whose access to the American dream has been limited. That role has been central and preeminent rather than compartmentalized and secondary. The intent of the 1984 Act tightening the set-asides for special populations was to enhance the funding for the disadvantaged, the handicapped, the limited English-proficient and others. We think the opposite may have happened, while complicating the administration of the program at the same time.

We believe that the traditional Federal role of assuring opportunity was diluted when Title II attempted two goals: enhancing opportunity and encouraging innovation. The latter goal is best-served through local and State funds, which now comprise 90 percent of the funding for vocational education. Unfortunately, too little effort is devoted to those sources to enhance opportunity—something the Federal Government is strongest at and should be encouraged to continue.

Recommendation No. 3, the Council recommends replacing the current set-aside funds distribution system with a set of assurances that LEAs would spend their funds in schools with high concentrations of special populations.

The Council in Recommendation No. 4 recommends combining Parts A and B of Title II of the current Act.

The 1984 Act also intended to send more funds to areas with large proportions of poor youth and where vocational education programs were in short supply. Cities generally met both characteristics. The recent National Assessment of Vocational Education report appears to bear out that this has not happened. For an example, in the State of Washington, as I stated earlier, $13.8 million from the Carl Perkins Act arrives in our State, with $1.5 million retained at the State Board of Vocational Education level, where they fund 35 professional and clerical staff and a few special projects. We believe that this is similar to other States, and we think those jobs are important, and some of those projects are important. However, we think that the Federal money could be sent closer to where the students are, where the best decisions are made, and that should be a Congressional priority to get the money to where the kids are.

I will rapidly go through the rest of the recommendations.

We believe that the Chapter I formula, based on poverty, be the type of formula that is looked at for delivering the money to the local LEAs; or that the States be given discretion for their own special needs formula, based on distributing moneys to local units, except that the largest city or cities with over 30,000 student population be given first priority.

The Council also recommends that States distribute 95 percent of their allocation to the local level by formula, retaining 5 percent for State administration.

Recommendation No. 7 is that we believe that Title II should be divided into two sections, 75 percent of those funds being devoted to secondary-age students and 25 percent to postsecondary adult students.

We believe that 15 percent of the new Title II should be devoted to articulation services between the agencies.

We have a couple more recommendations, but they have been sent to the committee in writing.

Thank you very much.

Senator KASSEBAUM. Thank you, Dr. Watson. Perhaps we can explore them in the questioning.

Dr. WATSON. Thank you.

[Prepared statement of Dr. Watson follows:]

Testimony on the Reauthorization of the Carl Perkins
Vocational Education Act
before the
Senate Subcommittee on Education, Arts and Humanities
on behalf of
The Council of the Great City Schools

PREPARED STATEMENT OF KENNETH WATSON

Mr. Chairman, my name is Kenneth Watson. I am the Executive Director of Government Relations for the Seattle Public Schools, the largest school system in the State of Washington and one of the largest in the nation. I am pleased to appear before you today on behalf of the Council of the Great City Schools.

Currently in its 33rd year, the Council of the Great City Schools is a national organization comprised of 45 of the nation's largest urban public school systems. Our Board of Directors is comprised of the Superintendent and one Board of Education member from each city, making the Council the only independent education group so constituted and the only one whose membership and purpose is solely urban.

The Council's membership serves over five million inner-city youngsters, or approximately 12% of the nation's public school enrollment. About one-third of the nation's Black children, 27% of the Hispanic children and 20% of the nation's Asian children are being educated in our schools. Almost one-third of these children come from families receiving public assistance.

Mr. Chairman, I thank you for the invitation to testify before this crucial Subcommittee on reauthorizing the Carl Perkins Vocational Education Act. Federal vocational programs play a vital part in the educational offerings of school systems in our cities.

With your permission, Mr. Chairman, I would like to offer a series of recommendations on the critical problems facing the current Act: accountability and standards, use of funds, the matching and excess cost requirements, targeting, secondary and post-secondary articulation, special populations set-asides, and coordination with other programs.

In general, we believe the Vocational Education Act needs to be reoriented as a wholely federal supplementary program like Chapter 1 whose federal goals are clear and whose funding streams are fiscally independent of local and state efforts. The program as currently structured permits the federal government little leverage in either tracking where its funds are spent or how national goals are met. We think that realigning the program more with the traditional federal role in education will point to solutions to the technical issues that are currently being debated.

ISSUE A: Matching Requirements.

When the Carl Perkins Vocational Education Act passed in 1984 it included a new requirement that local education agencies match the federal contribution. The reasoning for this was to increase the total dollars spent on special populations for vocational programs. Our experience in the cities, however, indicates that just the opposite happened. Rather than increasing spending on the disadvantaged, spending declined. In Seattle's schools, we currently receive $300,000 out of the state's $13.8 million in federal funds. We are now in jeopardy of not accepting those funds because we cannot meet the match. The Philadelphia Public Schools had to turn back $3.3 million to the state over four years because they could not match, something unintended by Congress in 1984 for districts with such crushing levels of poverty.

Recommendation 1: The Council of the Great City Schools recommends that the matching requirements in current law be deleted entirely.

Recommendation 2: The Council of the Great City Schools also recommends that the excess cost per child requirement in current law be deleted entirely.

ISSUE B: Special Populations Set-Asides.

The federal role in elementary and secondary education historically has been built around ensuring equity and opportunity for those of our students whose access to the American dream has been limited. It is a role that has been central and preeminent rather than compartmentalized and secondary. The intent in 1984 in tightening the set-asides for special populations was to enhance the funding for the disadvantaged, the handicapped, the limited English-proficient and others. We think the opposite may have happened, while complicating the administration of the program at the same time.

We believe that the traditional federal role in assuring opportunity was diluted when Title II attempted two disparate goals: enhancing opportunity and encouraging innovation. The latter goal is best served through local and state funds which now comprise about 90% of all vocational education spending. Unfortunately, too little effort is devoted from those sources to enhance opportunity — something the federal government is strongest at and should be encouraged to continue. The federal act should be devoted to that role unambiguously.

Recommendation 3: The Council of the Great City Schools recommends replacing the current set-asides funds distribution system with a set of assurances that LEA's spend their funds in schools with high concentrations of special populations.

Recommendation 4: The Council of the Great City Schools recommends combining Parts A and B of Title II of the current Act.

. ISSUE C: Targeting on High-Need Areas.

The 1984 Act also intended to send more funds to areas with large proportions of poor youth and where vocational educational programs were in short supply. Cities, in general, had both characteristics. While nearly 22.8% of the nation's population lives in cities of over 500,000 people, only 9.3% of the nation's secondary vocational institutions are in cities according to 1976 data. We have no reason to think the numbers have changed dramatically, despite the 1984 amendments. The recent National Assessment of Vocational Education report appears to bear this out.

Of the State of Washington's $13.8 million in federal vocational funds, $1.5 million is retained with the State Board of Vocational Education to fund 35 professional and clerical staff. We believe this is similar to other states; and while we think those jobs are important, we also think that the federal money could be better spent in districts with large numbers of needy students. That should be Congress' priority.

Congress has hesitated in past reauthorizations to mandate a specific funding formula for distributing resources, partly because it did not wish to take away state discretion and partly because of the disparate agencies delivering vocational education services. The Council believes that a formula is appropriate and feasible, and that it should be applied to the ages of target populations rather than on the type of agency.

> Recommendation 5: The Council of the Great City Schools recommends that funds under Title II be distributed to counties within state according to the Chapter 1 (ESEA) formula, and within county (based on poverty) to LEAs which would then contract with any other agency, regardless of type, delivering services to secondary-age youth.
>
> or
>
> The Council would propose as an option that states have discretion to devise their own special-needs based formula for distributing monies to local units, except that the LEA in the largest city of the state, any other LEA whose

enrollment was over 30,000 or any LEA serving high-school students only (e.g., those in Arizona) whose enrollment was over 15,000 be automatically entitled to a share of the state's federal allocation that corresponded to their share of Chapter 1 (ESEA) funds.

Recommendation 6: The Council of the Great City Schools recommends that states be required to distribute 95% of their allocation to the local level by formula rather than 80%.

- ISSUE D: Secondary and Post Secondary/Adult Services.

One of the most difficult decisions Congress needs to make is how much of its vocational education resources to devote to secondary schools and how much to postsecondary/adult services. It was a decision largely deferred in the 1984 reauthorization. Congress needs to decide how much of its resources goes to each sector.

Recommendation 7: The Council of the Great City Schools recommends that the new Title II be divided into two sections, with 75% of funds being devoted to secondary-age students and 25% to postsecondary adult students.

Recommendation 8: The Council of the Great City Schools recommends that 15% of the new Title II be devoted to articulation services between agencies serving secondary-aged youth and those serving postsecondary or adult populations.

- ISSUE E: Use of Funds.

In reorienting the purposes of the Act, Congress needs to revisit what the program's funds are used for. The Council is suggesting that those uses be focused on special populations. We are not suggesting that vocational education at the federal level not encourage innovation and experimentation, but that those purposes be focused on populations whose access to vocational education is otherwise limited.

Recommendation 9: The Council of the Great City Schools recommends that Congress anchor the use of funds under the Act to: a) job counseling and school-employer liaison for work placement for special populations, mentoring, and on-the-job training or work experience; b) support services to enable youth to gain work experience and expertise, e.g. transportation, child care, job search classes, and other auxiliary services; c) basic skills education in vocational education classes; d) upgrading and reforming of vocational education curricula and retraining staff; e) sequenced courses of instruction.

. ISSUE F: Accountability and Standards.

Current calls for greater accountability from local schools are positive developments in the education universe, and there is little reason to think the debate will not carry over into vocational education. Applications of new accountability measures, goals and standards have mainly been seen, however, in Chapter 1 (ESEA) and in JTPA, programs that comprise large shares of the total national effort in compensatory education and job training. The federal vocational program is much smaller in terms of both total appropriation and share of total vocational effort. Applying "program improvement" or state standards to vocational education in the same ways they were to Chapter 1 and JTPA may prove to be ineffective if not counterproductive.

Still, the overall program needs improvement and we would favor Congress' defining program goals and outcomes from which LEAs could choose when measuring their progress, and which took into account unique local situations.

Recommendation 10: The Council of the Great City Schools recommends that Congress include in the Act a broad set of goals and outcome measures from which LEAs could choose for evaluation.

. ISSUE G: Coordination with Business, Community and JTPA

To enhance coordination between vocational education and other occupational programs, the Perkins Act currently requires cross-membership on vocational education and JTPA advisory councils and JTPA review of state plans and local applications. The Council believes that these requirements have been helpful in building collaboration, but more is needed. Vocational education and JTPA continue to be too unrelated and too uncoordinated.

Recommendation 11: The Council of the Great City Schools recommends that JTPA be amended to require 50% of the program's youth programs be operated in-schools and that coordination between those in-school JTPA programs and vocational education be required.

- OTHER RECOMMENDATIONS:

The Council would also suggest a number of other recommendations to make the program better, including:

Recommendation 12: The Council of the Great City Schools recommends that state plans be required every three years rather than every two.

Recommendation 13: The Council recommends that the Act be reauthorized for five years at a spending level of $1.0 billion.

Mr. Chairman, that concludes our recommendations for the reauthorization of the Carl Perkins Vocational Education Act. We believe that these proposals will simplify the law; provide greater targeting of resources; re-emphasize federal priorities and accountability; and protect the needs of the disadvantaged, handicapped, limited-English proficient and others; and clarify the twin responsibilities of secondary and postsecondary service deliverers. I would be pleased to answer questions.

Thank you for this opportunity to testify.

Senator KASSEBAUM. Ms. Amero?

STATEMENT OF JANE A. AMERO, CHAIR, MAINE STATE BOARD OF EDUCATION, MAINE DEPARTMENT OF EDUCATION AND CULTURAL SERVICES, AUGUSTA, ME

Ms. AMERO. Thank you, Senator Kassebaum.

I very much appreciate the opportunity to appear before you today to testify on the role of the Maine State Board of Education in the administration of the Carl Perkins Vocational Education Act.

You have to have a compelling reason to leave the State of Maine this time of year and coming to Washington, and after listening to my two fellow panel members, I think I have a compelling reason for being here.

I am the Chair of the Maine State Board of Education. Our nine-member board whole-heartedly supports the statement of purpose of the Perkins Act, but our support of its basic goals has been tempered by concern about aspects of the Act which have limited its effectiveness in our State including, first, the State and local matching requirements, which represent a significant barrier in a low-income and predominantly rural State such as Maine.

Second, the excess cost requirements and other administrative strictures under Title II, Part A, have made it difficult to fully meet the needs of low-income students and other special needs populations; and third, the limited amount of funds available to smaller States for administration, technical assistance, and other State-level activities.

Despite these limitations, we have made every effort to use the Perkins Act as a lever for change and an incentive for innovation.

Working under the auspices of Governor John McKernan's Maine Human Resource Development Council, in close cooperation with the job training community, we have endeavored to use occupational education in general and Perkins-funded programs in particular as weapons in the struggle to reconfigure Maine's labor force to meet the challenges of the changing world economy. Although we still have a long way to go to realize all of our goals, we have met with significant and growing success.

It is within this context that we respectfully urge the members of the Senate, as you proceed with Perkins reauthorization in concert with the House, not to take steps which would jeopardize the leadership roles of State boards of education in creating and overseeing the occupational education programs of the future.

As the Act requires, the Maine State Board plays an active role in the development and submission of the State plan for vocational education. The board receives quarterly reports from State staff on the status and use of Perkins funds and reviews and approves the annual program performance report.

Beyond its statutory responsibilities, the Maine Board was directly and actively involved in a far-reaching discussion of future perspectives for vocational education and career preparation in Maine that began soon after the Carl Perkins Vocational Education Act took effect and continued for fully two and a half years. The upshot of this discussion, presented by Commissioner Bither to the Maine

Legislature in January 1988 was a plan for a comprehensive and integrated program of education for the world of work—and I have copies of all of these, if you'd like.

Our 1989–90 plan for vocational education, developed in light of the Commissioner's report to the legislature, represents an excellent example of the use of Perkins money as a mechanism to promote change. Every, single funded section of this Act has been mobilized as the change agent in our 1989–90 plan.

We take great pride in the numerous new initiatives which the State board has authorized, built around competitive grants of Title II, Part B program improvement funds. Notable among these are a series of comprehensive career guidance and counseling projects at the secondary level, individual education career plans for all our eighth-graders, competency-based curricula, integrated studies, basic skills and cluster programming projects.

It is our experience with the planning, authorization and evaluation of these innovative new programs which leads us to believe that State boards have an important leadership role to play as catalysts for change.

In this context, then, we are very concerned about indications that the basic impact of reauthorization will be to reduce the State role to that of a basically passive conduit for Federal funds, with too little authority and too little staff to do much more than set and monitor performance standards. This, we believe, would be a prescription for stagnation, not innovation.

In closing, I would like to put before you several summary propositions about reauthorization.

First, the portion of the basic State grant reserved for administration and State leadership activities must not be reduced below the 20 percent level—if anything, it should be increased.

Second, funding for staff development, youth organizations, correctional work programs, etc., should be continued at current levels, not reduced, and should be charged against program funds, not State-level activities.

Third, in lieu of the 100 percent fixed formula allocation of program funds, the State Board of Education must retain discretionary authority over a significant percentage of the State's Perkins allotment, including the right to make grant awards in response to competitive proposals for program innovation, improvement and expansion projects.

Fourth, the State legislature must retain the right to determine which educational institutions are appropriate for the delivery of occupationally-specific skill training, and the integrity of the State delivery system, such as Maine's network of regional centers, must be preserved.

Thank you very much for this opportunity to speak. I have several programs that have been sponsored by our State, which I am really excited about and would love to share with you during the questioning.

Senator **Kassebaum**. Thank you, Ms. Amero. I appreciate it very much.

[Prepared statement of Ms. Amero follows:]

PREPARED STATEMENT OF JANE A. AMERO

Mr. Chairman, members of the subcommittee, ladies and gentlemen, I very much appreciate the opportunity to appear before you today to testify on the role of the Board of Education of the State of Maine in the administration of the Carl D. Perkins Vocational Education Act.

I am the Chair of the Maine State Board and have been a member since September of 1987. Although our board will not take a formal position on the reauthorization of the Perkins Act until later this summer, we have participated over the past year in numerous discussions of the issues involved, and I feel confident that the remarks I have prepared are representative of the outlook of the board as a whole.

[The members of the Maine State Board of Education are appointed by the Governor of Maine, subject to confirmation by the State Legislature. The board serves in an advisory capacity to the Commissioner of Educational and Cultural Services, and has a wide range of statutory responsibilities for elementary, secondary, and adult education in the State, including the responsibility to approve or disapprove the formation and programs of regional secondary vocational education centers.]

[As is the case in a majority of States, the State board also serves as the State Board of Vocational Education, the sole State agency responsible for the administration of the State vocational education program authorized under the Perkins Act, and it has a similar relationship to programs funded under the Adult Education Act. The Maine Bureau of Adult and Secondary Vocational Education serves as the staff of the State board for Perkins and Adult Education Act purposes.]

[The Maine State Board wholeheartedly supports the statement of purpose of the Perkins Act, which emphasizes program improvement, expansion, and modernization; increased access to quality vocational education for populations with special needs; strengthening the academic and technological foundations of occupational skill training; and mobilizing human resource development programs in support of economic development.]

Our support of its basic goals and priorities has been tempered by concern about aspects of the Perkins Act which have limited its effectiveness in our State—including **the State and local matching requirements**, which represent a significant barrier in a low-income and predominantly rural State such as Maine; **the excess costs requirements and other administrative strictures** under Title II, Part A, which have made it difficult to fully meet the needs of low-income students and other special needs populations, particularly at the postsecondary level; and **the limited amount available to smaller States for administration, technical assistance, and other State-level activities.**

Despite those limitations, we have made an aggressive and systematic effort to use the Perkins Act as a lever for change and an incentive for innovation. Working under the auspices of Governor McKernan's Maine Human Resource Development Council, in close cooperation with the job training community, we have endeavored to use occupational education in general and Perkins-funded programs in particular as weapons in a struggle—the struggle to reconfigure Maine's labor force to meet the challenges of the changing world economy of the 1990's and beyond. Although we still have a long way to go to realize all our goals, we have met with significant, and growing, success.

It is within this context that we respectfully urge the members of the Senate, as you proceed with Perkins reauthorization in concert with the House, not to take steps which would jeopardize the leadership roles of the State Boards of Education in creating and overseeing the occupational education programs of the future.

As the act requires, the Maine State Board plays an active role in the development and submission on a biannual basis of the *State Plan for Vocational Education*. The board receives quarterly reports from State staff on the status and use of Perkins funds, and reviews and approves the annual *Program Performance Report*. We also reach a formal agreement each year on funding allocations with the Board of Trustees of the Maine Vocational-Technical Institute System, which is responsible under Maine law for the provision of occupational and technical education at the postsecondary level.

In addition, a subcommittee of the Board on vocational education meets monthly with representatives of the Bureau of Adult and Secondary Vocational Education and of the Maine Council on Vocational Education to discuss matters of common concern about the operation and evolution of vocational education in the State. One specific task assigned to these joint meetings is approval and oversight of the technical committees which Maine is using in the conversion of all occupationally-specific skill training programs in the State to competency-based curricula.

Beyond its on-going and statutory roles and responsibilities, the Maine board was directly and actively involved in a far-reaching discussion of future perspectives for vocational education and career preparation in Maine that began soon after the Perkins Act took effect and continued for fully two and a half years.

[Early in the 1985-1986 program year, the Bureau of Adult and Secondary Vocational Education, with the board's approval, initiated an open-ended, "no holds barred" discussion of "New Directions" for occupational and technical education. A preliminary discussion document, published in August of 1985, was circulated widely among members of the educational community in Maine and intensively discussed by members of the State board at several successive workshop sessions.]

[Following the discussions within the educational community, a joint select subcommittee of the Maine Legislature on economic development incorporated many of the key ideas put forward by the bureau into its final report. The Legislature in turn extended a mandate to the Maine Department of Educational and Cultural Services to proceed with implementation of the new approach.]

[In April of 1987, the State board unanimously endorsed a proposal from Education Commissioner Eve M. Bither to appoint a "Commissioner's Task Force to Study Secondary Vocational Education in Maine." The task force was chaired by a member of the State Board, and two members of the board subcommittee on vocational education also served. All three State Board members played very active and influential roles in the Task Force deliberations.]

The upshot of this discussion, presented by Commissioner Bither to the Legislature in January of 1988, was a plan for *a comprehensive and integrated program of Education for the World of Work*—a plan with profound implications, not just for vocational and technical education, but for all of public education in the State.

The *1989-1990 Maine State Plan for Vocational Education* was developed in light of the Commissioner's report to the Legislature. In our opinion, it represents an excellent example of the use of the Carl Perkins Act as a mechanism to promote change at the State and local level. **Every single funded section of the act has been mobilized as a change agent in our 1989-1990 plan.**

[Among other initiatives, the set-asides for handicapped and disadvantaged individuals are being used to create developmental studies programs and student support service centers. The adult training and retraining set-aside supports on-site, quick-start, and custom-tailored training programs operated in conjunction with both the Maine Vocational Technical Institute System and the Maine Job Training System, including many projects in the State's newly-designated Job Opportunity Zones.]

[The single parent/homemaker and sex equity set-asides support child care services at both the secondary, postsecondary, and adult levels, as well as training programs for women entering nontraditional occupations in the construction trades. The Title III, Part B special program has been used to establish Jobs for Maine's Graduates school-to-work transition projects through a unique partnership between the vocational education community and the job training system.]

Of particular importance to the future of occupational education and human resource development in the State of Maine are the numerous new initiatives which the State board has authorized built around competitive grants of Title II, Part B program improvement funds.

[Notable among these are: a series of comprehensive career guidance and counseling projects at the secondary level, one of which will receive an award next month at the national conference of State Occupational Information Coordinating Committees; vocational assessment centers being established in each region of the State; the new Vocational Curriculum Resource Center of Maine; a program to encourage every middle school and junior high school in the State to develop individual education/career plans for all eighth graders; competency-based curriculum development projects planned to encompass every specific program offered in Maine; full-service staff development projects at the secondary, postsecondary, and adult levels; rapidly-growing vocational youth organizations covering all seven primary program areas; integrated studies, basic skills, and cluster programming projects; "Tech Prep" pilot projects; and "high tech" program development at the postsecondary level.]

It is our experience with the planning, authorization, and evaluation of these innovative new programs which has shaped the attitudes of State Board members toward the reauthorization of the Perkins Act.

Together with the Commissioner of Educational and Cultural Services and the staff of the Bureau of Adult and Secondary Vocational Education, our aim has been to use Perkins funds in a systematic way to promote a broad reorientation, not just of secondary vocational education, but ultimately of secondary education in general. And while many regional vocational centers have welcomed opportunities for program innovation and have actively pursued their own local initiatives, **State leadership from the board and Department staff has played an indispensable role in identifying, promoting, coordinating, and evaluating program improvement efforts across the State.**

In this context, then, we are very concerned about indications that the basic impact of reauthorization will be to reduce the State role in the federal vocational education program to that of a basically passive conduit for federal funds—with too little authority and too little staff to do much more than set and monitor performance standards. This, we believe, would be a **prescription for stagnation, not innovation.**

In closing, I would like to put before you seven summary propositions about reauthorization which I believe will make up the core of the Maine State Board's formal position, to be adopted next month:

- **The portion of the Basic State Grant reserved for administration and State leadership activities—including planning, monitoring, evaluation, setting and maintaining performance standards, and technical assistance—must not be reduced below the 20% level; if anything, it should be increased.**

- **Funding for staff development, youth organizations, correctional work education programs, and sex equity and single parent programs should be continued at current levels, not reduced, and should be charged against the "80%" program funds, *not* state-level activities.**

- **The State Legislature must retain the right to determine which educational institutions are appropriate for the delivery of occupationally-specific skill training, and the integrity of state delivery systems such as Maine's network of regional centers must be preserved.**

- **In lieu of 100% fixed formula allocation of program funds, the State Board of Education must retain discretionary authority over a significant percentage of the State's Perkins allotment, including the right to make grant awards in response to competitive proposals for program innovation, improvement, and expansion projects.**

- **A separate pool of funds for adult education programs must be preserved, distinct from—yet with links to—both secondary and postsecondary vocational-technical education.**

- **State-level councils to advise, oversee, and advocate for occupational education must be continued, independent of any existing State agencies.**

- **The distinction between broad technology education ("industrial arts") and specific occupational skill training programs ("vocational education") should continue to be recognized by federal law.**

Thank you again for the opportunity to share some of our experiences with you. I would of course be happy to respond to any questions that you might have, or to offer any additional information or clarification that might be helpful, now or at a future time.

Senator **Kassebaum**. Mr. Gray?

STATEMENT OF BRUCE GRAY, SUPERINTENDENT, FRANCES TUTTLE VOCATIONAL-TECHNICAL SCHOOL, OKLAHOMA CITY, OK

Mr. **Gray**. Thank you, Senator.

It is an honor for me to be here today to represent Oklahoma at these hearings. I am going to talk to you very briefly from the perspective of a local area school director, which is what I do. The complete written details of my comments have been handed out, so I am going to just hit the highlights a little bit—I hope you do not need an interpreter between the two of us.

Senator **Kassebaum**. Being I'm from a neighboring State, I won't have a problem.

Mr. **Gray**. Some have proposed that we change the name, and I can tell you emphatically that that is not supported by me nor by our State. We think the image of vocational education is at an all-time high. Recently, an article in *Fortune* Magazine, which we were involved in, the new, improved vocational school, I think, is an example of that. It was interesting—when the reporter called me, she told me that this was going to be a negative article about how antiquated vocational education was, and she wanted to do an interview, and I did one and gave her the names of some companies we had worked with, and as one of her presidents told her, "What you need to do is get out of your office and come out here and find out what is really going on." And obviously, she must have done that, because the article was very pro-vocational education.

We think changing the name by itself will not achieve change.

Assistance to business and industry—we know that the Senate is interested in helping United States business and industry to be more competitive in the world market. We also agree with that very much. At our institution, we have worked with over 250 companies, training 1,835 individuals, last year, and some major companies like Firestone, Control Data, Fleming Foods and Dana Corporation, to name a few, as well as many small businesses. These programs ranged all the way from statistical process control and fibre-optics to management and supervision and team-building.

The service areas that we have utilized under the existing Carl Perkins Vocational Education Act that have been supported through our business and industry services area include things like self-employment training, business development training, small business management, our bid assistance program where we have helped 402 contracts be provided for local businesses to the tune of $65.5 million; our international trade development program; our management assessment and our consulting service for local manufacturers to help in automation and quality control.

These are part of the things that we do on the local level that we want to be able to continue.

As far as the funding formula goes, vocational-technical schools in Oklahoma are the primary delivery system for secondary students. We also have postsecondary students; it is about a 50–50 mix. We train postsecondary and secondary students alongside each other at the same time. We are a noncollegiate granting institution, so we are not considered a local education agency.

We think as a primary delivery system for secondary students, the funds should continue to flow through the intrastate funding formula as you presently have it to have maximum utilization in our State.

State leadership has been an issue that has been kicked around, and I can say emphatically that if you look at a successful State delivery system in vocational education, I'll show you strong State leadership in that organization. We feel that this needs to be supported at the present level of 7 percent and continued, because I can tell you that without the support we get from our State operation, we would not have near the successful delivery system that we have.

Special populations is probably the most visible part of the Carl Perkins Vocational Education Act and maybe rightfully should be. The only problem that we have faced as a State is that it seems to be more urban-oriented, and we feel like if you are disadvantaged and you live in a rural area, you are disadvantaged as well as in the urban area. And some of the matching requirements have caused some problem. We think it should be spread out to be not just an urban-oriented, but a combination with rural.

We have the delivery system in place. Let us utilize that delivery system.

Set-aside funding—we have no problem whichever way—several proposals have come before us, and whatever is best, we can live with.

The State council—we think the present system is good.

Guidance and counseling—we think it is very important that we have assessment, and it is very important that we have guidance and counseling. It ties in with the basic academic skills and articulation.

Today's working environment is not like it used to be. You cannot train an auto mechanic by just simply teaching him to tear down an engine and put it back together. It doesn't work that way. They have integrated systems, they have process controllers, they have microprocessors, and basic math, applied math, applied physics, infusing that into the curriculum is absolutely a must. We cannot survive and train students unless we get the opportunity to do that.

Articulation, we very much support because we think a student should continue to be able to grow in his career, and ought to be able to move from high school all the way through, as far as they want to go.

Thank you very much.

Senator KASSEBAUM. Thank you, Mr. Gray.

[Prepared statement of Mr. Gray follows:]

STATEMENT

BY

BRUCE GRAY, SUPERINTENDENT

FRANCIS TUTTLE AREA VOCATIONAL AND TECHNICAL SCHOOL

It is an honor for me to represent the vocational and technical education system in Oklahoma and a privilege to testify in the hearings to reauthorize the Carl D. Perkins Vocational Education Act.

Title of Reauthorizing Legislation

We know that some wish to change the name of the legislation away from the traditional reference of vocational education. This effort is not supported by me, nor by the state of Oklahoma. We have pride in the name "Vocational and Technical Education" and respectively ask that you retain these words in the title of the reauthorizing legislation. National recognition has been brought about through quality training conducted for the needs of business and industry. Technology is important and new technology will influence the curricula of training programs. However, high technology occupations are predicted to compose only approximately ten percent of the workforce by the year 2000. The image of vocational and technical education is at an all time high as one may have observed in the recent article "The New Improved Vocational School," which appeared in Fortune, (June 19, 1989) and expressed how vocational and technical education was assisting industry in meeting their training needs. A name change now would result in a serious identification factor and would not be in the best interest of providing a world class workforce.

Assistance to Business and Industry

We are aware that the Senate is very interested in making the United State's business and industry competitive with the rest of the world and that a world class workforce is vital to our competitiveness. We, in Oklahoma, agree with this very important concern and believe that a good working relationship with business and industry is critical and must be accomplished. Last year the Francis Tuttle Area Vocational and Technical School worked with approximately 250 companies and trained 1,835 individuals specifically for business and industry. The area vocational and technical education system in Oklahoma trained a total of 22, 462 individuals for business and industry. In addition, my institution and other schools trained 231,766 adults and 14,555 secondary students last year.

Funding Formula

A major concern that exists with the area vocational and technical schools is the thrust taken with a formula driven allocation process. Our state system of area vocational and technical schools was organized for two main purposes. First, they were organized through the purposes of the 1963 Vocational Education Act to make a feasible approach to a comprehensive program of vocational education for secondary students. This was accomplished by consolidating expensive training programs. Secondly, they were organized to establish a mechanism to provide training for business and industry to allow them to be competitive, efficient, productive, and profitable. We believe that our system has accomplished these purposes.

The system of area vocational and technical schools in Oklahoma are autonomous. They consist of a district formed by a vote of the people. They have a local board elected by the district constituents. They offer both secondary and adult post secondary training and are non-collegiate. Adults and secondary students are often enrolled in the same program and receive their training side by side.

A funding formula such as the Chapter I-ESEA simply will not allow adequate funding for secondary vocational education in area vocational-technical schools. Post secondary funding often is thought to be for those institutions which are collegiate degree granting institutions and, therefore, does not allow provisions that fund a post secondary non-collegiate institution.

We feel that Congress should seriously examine the concept of formula funding for intrastate distribution. It is our position that a large portion of the basic grant should be allowed to be discretionarily administered on a need basis by the state administering agency. Formula funding does not allow the flexibility to allow the training needs for business and industry and would work counterproductive to providing a world class workforce.

State Leadership and Administration

This brings me to another concern that appears to have surfaced during the hearing process. To think that strong state leadership and administration is not important is a serious misconception. I ask you to look at states which are recognized as having good vocational education delivery systems. You will find that these states have strong state administration and leadership. Why then would it be necessary to hinder these states by eliminating their ability to continue this effort through reducing the federal funding for administration and support? We in Oklahoma support a continuation of seven percent of the basic grant for administration and twenty percent for state support activities. It is an incorrect assumption to believe that the local education agencies can best achieve the training needs. The capacity is not there to accomplish all the components required by all the constituents. Vocation and technical education is complex and a multi-facet delivery system. Legislation should strive to require stronger state administration and support instead of diminishing their role. Local education agencies cannot develop and provide the kind of delivery system required for a competitive world class workforce without strong state administration and support.

Special Populations

We further acknowledge that Congress has a sincere interest in serving the special populations. This is equally important and is key to developing and maintaining the future workforce. It is our belief that this fact is recognized by the field of vocational and technical education. It is important for federal legislation to recognize the needs of this population, but it should not dictate the total thrust of funding. We would like to make Congress aware of the problems related to serving the disadvantaged and handicapped which exists in the current legislation.

The matching provision of the excess cost has been the main contributing factor to the local education agency rejection of funds. It is misleading to believe that adequate state sources of funds exist for matching when local education agencies do not have the ability to do so. States just do not have the revenue available. The law requires that 100 percent of the disadvantaged and handicapped funds are to be allocated by a given formula. When this is done, those institutions which have the ability to match end up with the funds. Allowing other matching revenue or not requiring a match will solve this problem and meet the intent of the legislation. It would definitely allow more disadvantaged and handicapped individuals to be served.

Set-Aside Funding

Our state does not have a problem with the concept of set-aside funding. It is a method to ensure that funds are used to serve targeted populations. We believe that it would continue to be in the best interest of special populations to provide set-aside funding. However, in the absence of set-aside funding, there should be strong language in the legislation which requires the local application and state plan to assure that these populations will receive training and support services.

If, somehow, all the funding targeted in corresponding legislation could be brought forth in one legislative act to serve the special populations, it would be more than adequate. The local education agency has to deal with so many entities to gain resources that often it is not worth the effort. It takes considerable resources in time and staff to secure, operate, and complete the paperwork required. We are all confused by the fragmentation that exists in serving the populations with training and supportive services and we fail to understand why this cannot be accomplished through vocational and technical education legislation. I assure you it would result in more of the resources getting to the client, while reducing fragmentation and duplication of effort.

State Council

In the absence of a holistic approach in a single legislative act, we support the concept of a State Council for Vocational and Technical Education. Its membership should consist of representatives from business and industry and entities associated with corresponding legislative acts. The membership should be limited in size to allow it to be manageable. Its charge and authority should be to ensure; 1) that the state provides the type of training needed by each constituent group, 2) that the quality of training is relevant to the needs, and 3) that resources are allocated equitably to meet identified needs. The Council should assure that the resources from corresponding legislation are not used for duplicative purposes and are properly coordinated to serve the needs identified. The membership should be appointed by the Governor, or where appropriate, by an elected state board. The Council should report to the Secretary of Education.

We, in Oklahoma, do not support the "Super Council" concept. A council of this type would be large and not very manageable. It could be slanted toward any one legislative act which would bias the delivery of training and services. My observation and recommendation is to continue to have a council with a single focus. This would insure that the depth of understanding and quality time is devoted to a single act. To appoint members to represent four or five legislative acts creates a situation where the membership neither has the depth of understanding nor the quality time to devote.

Guidance and Counseling

Guidance and counseling are absolutely necessary in the delivery of modern day vocational and technical education. The services to be provided are necessitated because:

- Individuals served span a wide array of aptitudes, ability, and interest.
- Persons are being displaced from jobs daily.
- Displaced homemakers and single parents are attempting to enter or re-enter the workforce.
- Workers will change jobs four or five times during their worklife.
- Handicapped individuals will continue to need assessment services.
- Economic self-sufficiency is a major concern.
- Service occupations will compose the majority of jobs and the salary expectations will be lower.

These factors create a critical need for a comprehensive guidance and counseling program to assess the wide array of individual aptitudes, abilities and interests. I encourage the Senate to make provisions for this area with a level of funding adequate to initiate this thrust.

Basic Academic Skills and Articulation

Corresponding to the issue of career guidance is the area of basic academic skills and articulation between levels of educational delivery. Vocational and technical education must incorporate into the curricula applied academic basic skills. Additionally, we must reinforce the teaching of these skills into every vocational and technical education classroom. Equally important is the principle of academic teachers relating the curriculum they are teaching to the careers and training for which the students are pursuing. The reauthorizing legislation should contain provisions for insuring that this type of articulation takes place.

We also support articulation between levels of education. Students often spend a considerable amount of their time duplicating the skills which they already possess. There are many career paths that a student may pursue. There are specific occupational spinoffs at many points along the career path. These may be achieved through high school vocational and technical training, through post secondary non-collegiate training or through an associate degree. The important element is the recognition of an articulated approach for both the related academic preparation and the specific technical skill preparation. This does not necessarily require a commonly referred to "2 + 2" system of delivery. There can be a wide array of options for articulation. I encourage the Senate to incorporate language into the reauthorizing legislation to accomplish this important issue. This program should be administered by the states instead of by the Secretary of Education. There should be controls developed by respective states to make sure that local institutions adhere to standards, state legal requirements, and quality of delivery. We fail to see how it would be in the best interest of quality articulation to have this program administered by grants from the office of the Secretary of Education to participating local education agencies.

Summary

Vocational and technical education should continue to strive to accomplish multiple purposes. To create federal reauthorizing legislation, which causes resources to be driven for singular purposes, will not result in developing the type of future workforce this country needs. Focus should continue toward; 1) serving individuals who have special needs, 2) providing funds to economically depressed areas, 3) providing training for business and industry to allow them to be competitive in the world market, 4) providing strong state leadership, administration, and supportive services, 5) ensuring that performance standards are adequate for quality trained individuals, and 6) reducing duplication and increasing coordination of resources. None of these purposes, however, should be at the expense of the others. Vocational and technical education needs legislation which allows states to have the flexibility to provide funding to meet identified priorities. One singular funding process will not suffice if a world class workforce is really desired.

Senator **Kassebaum**. If I may just start with a question on the set-asides and the special populations to be served, I think you mentioned, Dr. Watson, that you would prefer that there weren't any set-asides and that there should be the discretion to use funds in a more concentrated form where special populations are present in the schools.

Who would do the monitoring to make sure—would this be the State board of education?

Dr. **Watson**. Well, I think it could be the State board or it could work very similar to the monitoring that the State board does now under Chapter I funds, on assurance statements, and that we meet those assurance statements through the regular auditing process.

I would just like to see those funds so that a local LEA could make the best determination through a set of assurances, where one year, you may have a high concentration where you want to do some things for handicapped young people; two years later, that population or the demographics may shift on you, and you'd like to be able to shift that around. You should have some local discretion to do that and concentrate those dollars where you can get a bigger bang for the buck versus spreading it out.

Senator **Kassebaum**. Would any of the rest of you like to comment on that? Will some of these special populations fall through the cracks if they are not protected by set-asides?

Mr. Craney?

Mr. **Craney**. As long as there are guarantees and some auditing process by the State or whatever, I do not believe they will.

I think the key here is that the local agencies and the local teachers and other instructional personnel have part say in what types of programs are developed. If it is going to be successful, it is going to have to be from the ground; the teachers are going to have to be involved in those types of situations.

Senator **Kassebaum**. Ms. Amero, did you have a comment?

Ms. **Amero**. We have not experienced a problem with the set-asides in our State. In fact, they have been helpful in encouraging the State to move in directions that we should be moving in.

Senator **Kassebaum**. But if they weren't there by law, would you be addressing them now?

Ms. **Amero**. That is hard to say; it is the chicken-and-egg question. I don't see a problem with having the set-asides the way they are, and I can't tell you whether it would have happened or not. I hope it would have, that we would still be doing the programs that we are doing. But it certainly has made it essential that we address those areas which are so important.

Senator **Kassebaum**. Mr. Gray, you mentioned that you thought urban areas were receiving more attention than rural.

Mr. **Gray**. Well, in the case of matching funds for the Carl Perkins Vocational Education Act, in some cases, the rural vocational districts are having trouble coming up with the match; whereas in the urban areas like I am, we had no problems coming up with it. So the money tends to go where you can match it, and not necessarily to where it is needed all the time.

Senator **Kassebaum**. I assume all of you share that same concern.

Ms. Amero, you mentioned a strong State board of education. Is there also a council in your State that operates——

Ms. **Amero**. Yes, we do have a council, the Maine Council of Vocational Education.

Senator **Kassebaum**. And I assume you work well together, and there is strong coordination?

Ms. **Amero**. There is coordination. We also do have in our State a new structure called the Maine Human Resource Development Council, and that includes several State agencies, leaders from business and industry, the State Board, State department, the Maine Council for Vocational Education, the Department of Labor, all working together to try to provide the services from school to jobs, the best transition possible. So the Maine Council does have a voice on that board also.

Senator **Kassebaum**. Is it sort of like the super council concept?

Ms. **Amero**. It kind of is.

Senator **Kassebaum**. Is it working?

Ms. **Amero**. It is very new, and I think it is working.

Senator **Kassebaum**. Of course, a State like Maine is perhaps unique, because you are smaller—not that you don't have diverse populations still to be served. A strong council, it seems to me, could be very effective there, where perhaps a California or a New York would have a much more difficult time.

Ms. **Amero**. We do have a small population, but a very large State geographically, so we are spread out. We have that issue to deal with also.

Senator **Kassebaum**. Most of the testimony that we have heard has been critical of the super council concept, but I think again so much of it depends on leadership for whatever undertaking is put together. It seems to me, if we are going to try and have improved coordination, it is going to take one group providing the leadership that can bring the rest together.

I do think there is a growing awareness—and this is true in every State—of vocational-technical education and the importance of the career counseling. I was interested that in Maine—and perhaps this is true in other States—you are undertaking this with all eighth-graders; is that correct?

Ms. **Amero**. Yes, we are. It is called the Prep Program, and it allows all eighth-graders to take a good look at the program that they are going to choose for themselves in high school and how that program is going to relate to what their job opportunities are going to be later on.

It also allows them to explore different career opportunities, all on an introductory basis. But all of them have to come up with an individual education plan for themselves.

Senator **Kassebaum**. Is Oklahoma or Washington doing that?

Mr. **Gray**. In our institution, we have a counselor who works full-time with the junior highs on a daily basis, and we have programs such as introduction to technology and others that are being infused into their curricula, which provides them opportunities; and in the summer at our vocational school, we run what we call a career institute, career connection, that allows students to come in at the sixth, seventh and eighth grade level and enroll in about four programs and process through and get their hands on to determine areas they may have interest in. So that's the level where you are going to have to start.

Senator **KASSEBAUM**. Dr. Watson?

Dr. **WATSON**. Similar things are being done in the State of Washington, although we have a strong belief in our State in local decisionmaking, and there is some State leadership, but it is being developed basically at each individual district level with some sharing across districts.

Mr. **CRANEY**. In Wisconsin, we have similar programs. Let me just add that as a sidelight, the Tech Prep proposal in here is, I think, a good proposal. We in Wisconsin, particularly in my school in Green Bay, have started in that area of doing some of those things, of allowing high school vocational courses to be waived if the student passes a higher-level course, those types of things. So it make the transfer much easier for the transfer from the high school into a postsecondary institution.

Senator **KASSEBAUM**. I am strongly supportive of that, too. I do think it is interesting, though, that at the eighth grade level you are beginning to focus their interest and attention on what fields they might be going into, because I think it is at even lower levels that we have to start to really generate that enthusiasm and interest.

You mentioned, Mr. Craney, being strongly supportive of applied academics, which I think is increasingly important. There have been some who have testified during the hearings that integrating academics and vocational education, rather than this being a working relationship that always goes well, it sometimes can cause difficulties. Do you see any particular problems in putting this together?

Mr. **CRANEY**. Of course, you are going to have problems in that area. You are going to have some coordinators, instructors who are going to have turf battles going on between which type of curriculum should be in which course and those types of things.

I guess my basic feeling is, though, that as society advances in complexity and as the workplace advances in complexity, the traditional vocational course, as we know it, is not existing anymore. There is not the delineation that there was at one point between the vocational courses and the academic courses. There is much more integration between the two, and there has to be much more integration between the two, both directions.

Senator **KASSEBAUM**. Perhaps there should be greater focus on teaching training and teacher education in that arena.

Mr. **CRANEY**. True.

Senator **KASSEBAUM**. Does anyone else have any comments?

Mr. **GRAY**. I'd just like to say I whole-heartedly concur. We have no choice. If we are going to train competent employees of the future, we are going to have to integrate applied physics and applied math into our system, or we will not develop a product that we need to develop. So we have no choice. We must do it.

Senator **KASSEBAUM**. Thank you all very much. I very much appreciate your testimony.

It is a pleasure to welcome the second panel: Mr. Lawrence Rosenstock, attorney, Center for Law and Education, Cambridge, MA; Ms. Jewell Deene Ellis, Unit Director, Home Economics, Office of

Vocational Education, Frankfort, KY, representing the Vocational Home Economics Education Coalition; the Honorable Paul Sherlock, Vice Chairman, Committee on Finance, Rhode Island House of Representatives, National Conference of State Legislatures; Dr. Charles Benson, Director, National Center for Research in Vocational Education, University of California at Berkeley.

It is a pleasure to welcome all of you here this morning.

Mr. Rosenstock?

STATEMENT OF LAWRENCE ROSENSTOCK, ATTORNEY, CENTER FOR LAW AND EDUCATION, CAMBRIDGE, MA

Mr. Rosenstock. Thank you.

My name is Larry Rosenstock. Up until this year, I taught high school vocational education classes in carpentry for 11 years in a large urban high school in Massachusetts. I am currently employed as an attorney at the Center for Law and Education, working full-time on a vocational education project which seeks to improve implementation of the Carl Perkins Vocational Education Act, in particular certain largely-ignored aspects of it.

The project works at local, State and Federal levels. Today, however, I want to focus my remarks chiefly on implementation at one of our local sites in Holyoke, MA, because it illustrates the existing potential of vocational education and of the Vocational Education Act to enrich the lives of individuals and the lives of the local community—provided that the programs and program requirements are carefully implemented. Further, I will focus chiefly on one key feature of the Act, a feature which unfortunately is so buried in the current law that far too people at the State or local level are even aware of its existence, that is, the need to give students "experience in and understanding of all aspects of the industry in which the student is preparing to enter."

Involving each vocational student in all aspects of the industry and of a particular enterprise, instead of focusing only on the skills needed to perform one particular, narrowly-defined, repetitive task, can provide (1) a much stronger basis for teaching academic subjects and problem-solving; (2) transferable skills, thereby increasing long-term employability, and (3) new ways for education to contribute to communities' economic development.

With the assistance of the faculty and the community development corporation, Nueva Esperanza, in Holyoke, vocational students will first study and do a needs assessment of the indigenous strengths and weaknesses of the local economy, its history, what needs are met or unmet, what resources are used or underutilized, how decisions are made, how dollars flow. Based on this information, students from every shop together with the faculty and the CDC will select enterprises which meet some unmet, important community needs and are economically viable; will do feasibility studies and business plans, and will then start up and run the enterprise. We have found that the teachers are quite excited and enthused to be doing something new and different and to be doing something which is relational to the community and out in the community. And there are great hopes on the part of parents that students who are threatening to drop out or have dropped out will recognize that vocational education could mean real work, and we understand that children, like adults, like to do real work.

In the meantime, the students in the construction trades program will be renovating an abandoned elementary school in the central part of the city—that is the core of the project. When completed, this facility will serve as the site for many of the student-run, school-based enterprises, both for-profit and nonprofit, as well as for community-owned enterprises—a "mini-mall" is what they call it and a small business incubator.

The process of gaining "experience in and understanding of all aspects of the industry the student is preparing to enter" will open endless opportunities for integrating academic and problem-solving skills into the vocational setting—for example, history and social science in doing the community needs assessment and learning the history and current workings of their chosen industry; mathematics in developing business plans, designing physical facilities, and maintaining their finances; science in mastering the principles of technology underlying their enterprises, and in addressing health and environmental issues; and reading and writing throughout.

In focusing on Holyoke, we are not asking that you mandate that all vocational programs use this model. It is but one of the ways to fulfill the more basic mandate that is already in the conference report of the 1984 Act, to provide experience in and understanding of all aspects of the industry. There are countless other ways to provide such instruction in the classroom, shop and field.

Our focus on all aspects of the industry we feel meets two other broad policy objectives. The first, it is key to integrating academics. When the job skills which a program focuses on are narrowly-defined and relatively rote, the promise that vocational education will be an alternative, appealing way for marginal students to learn academic skills has often turned out to be empty—in part because it is not evident to either students or staff that basic and other skills are needed to perform the tasks that have been routinized.

Second, we feel it is key to being rational in terms of looking at ongoing employability and career development policy objectives. While labor market projections are important, it is clearly impossible to accurately predict precisely how many jobs will exist in coming years, and we also know that students change jobs.

I would very quickly like to just mention two other concerns. One is what has been said about the poorer districts not being able to provide a match. This reflects lack of knowledge and understanding of current law. The law requires a State to provide the match equitably from local and State resources unless the local education agency cannot reasonably be expected to provide any, in which case the State is required to provide it from State resources. What we would like to see you do is put more teeth in the new law so that things like that were made known to people. Similarly, with all aspects of the industry—we researched all 50 State plans and found that no chief State officers were aware of it or its provisions. Thank you.

Senator KASSEBAUM. Thank you very much.

[Prepared statement of Mr. Rosenstock follows:]

PREPARED STATEMENT OF LAWRENCE ROSENSTOCK

My name is Lawrence Rosenstock. Up until this year, I taught high school vocational education classes full time for eleven years. I am currently employed as an attorney at the Center for Law and Education, in Cambridge, Massachusetts, where I work full time on a project seeking improved implementation of the Carl D. Perkins Vocational Education Act.

I. "ALL ASPECTS OF THE INDUSTRY"[1]

This project works at local, state, and federal levels. Today, however, I will focus my remarks chiefly on implementation in one of our local sites, Holyoke, Massachusetts, because it illustrates the exciting potential of vocational education, and of the Vocational Education Act, to enrich the lives of individuals and the life of the local community -- provided that the programs and program requirements are carefully implemented. Further, I will focus chiefly on one key feature of the Act -- a feature which unfortunately is so buried in the current law that far too few people at the State or local level are even aware of its existence: the need to give students "experience in and understanding of all aspects of the industry in which the student is preparing to enter."

This focus is needed if vocational education is to play a vital role in addressing our current dilemmas concerning education and the economy. It can speak to the criticisms of vocational education as too narrow, yet at the same time continue to root vocational programs in concrete, practical settings. It holds the promise for helping students combine theory and practice, the most powerful and enduring basis for real education.

Involving each vocational student in all aspects of the industry and of a particular enterprise, instead of focusing only on the skills needed to perform one particular job, can provide: (1) a much stronger basis for teaching academic subjects and problem solving; (2) transferrable skills, thereby increasing long-term employability; and (3) new ways for education to contribute to communities' economic development.

As Senator Kennedy explained in his supporting floor statement in 1984, the "all aspects of the industry" requirement is intended to mean that "beyond being given the production skills for one particular job slot, the student will also gain experience and understanding of an entire enterprise in which the job exists -- such as planning, management, finances, and labor and community relations."[2]

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[1] **Part I of my testimony focuses on this particular feature and why it is central to reauthorization. Part II contains a more general set of recommendations for the Act.**

A. Holyoke -- One Example of Teaching "All Aspects of the Industry"

In Holyoke, Massachusetts, a city which has lost much of its old industrial base, our project is assisting a partnership between the school district, the local community development corporation (Nueva Esperanza), and others, designed to make "all aspects of the industry" the central focus of all the shops in the district's new vocational-technical high school, scheduled to open this September in a new building with updated equipment, larger enrollment, and additional staff.

With the assistance of the faculty and the community development corporation, vocational students will first study and do a needs assessment of the Holyoke community -- its history, what needs are met or unmet, what resources are used or underutilized, how decisions are made, how dollars flow, etc. Based on this information, students from every shop, together with the faculty and the CDC, will select enterprises which meet some unmet, important community needs and are economically viable, will do feasibility studies and business plans, and will then start up and run the enterprises.

In the meantime, the students in the construction trades programs will be renovating an abandoned elementary school in the central part of the city. When completed, this facility will serve as the site for many of the student-run, school-based enterprises (both for-profit and non-profit), as well as for community-owned enterprises -- a "mini-mall" and small business incubator.

The process of gaining "experience in and understanding of all aspects of the industry the student is preparing to enter" will open up endless opportunities for integrating academic and problem-solving skills into the vocational setting -- for example, history and social science in doing the community needs assessment and learning the history and current workings of their chosen industry; mathematics in developing business plans, designing physical facilities, and maintaining their finances; science in mastering the principles of technology underlying their enterprises and in addressing health and environmental issues; and reading and writing throughout.

This Holyoke partnership is also supported by the Machine Action Project, which was started by a machinist and is sponsored by the state's Executive Office of Labor, in order to address the transformation of the machine industry in the western part of the State. Large-scale, absentee-owned, assembly-line machine plants have closed down while smaller, home-grown high-tech plants have created many new job openings but require a much wider range of technical, academic, and problem-solving skills because they build a small number of one machine, take down all their equipment and start over again to build a different machine. The Machine Action Project is coordinating all the relevant institutions in the area (high schools, community colleges, private training institutes, the PIC) to meet these broader needs.

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[2] Congressional Record, p. S 12959 (October 3, 1984)

The teachers' college in the area is also getting involved: teachers from Holyoke and I will be jointly teaching a course for other vocational teachers, from Holyoke and elsewhere, on how to provide instruction in "all aspects of the industry."

Prior to now, the vocational high school in Holyoke, as in many other communities, has already been teaching several of the aspects of the industry in some of its shops, as well as seeking to link with academic programs. The all aspects of the industry focus builds on these efforts, but in systematic ways which provide vastly expanded learning opportunities. For example, it is fairly common for construction trade students to build a house, but they may not have been involved in the planning, marketing, financing, etc., or have developed an understanding of the housing industry in relation to their community. Ted Williamson, a carpentry teacher in Holyoke, points out that when students build a house on a street where they seldom travel, they tend to loose touch with their sense of pride, ownership, and engagement once the house is painted. The "mini-mall" is, in his view, a quantum leap, both because of the expanded nature of the students' involvement and because it is creating a facility which will be an integral part of the community and the students' lives.

In focusing on Holyoke, we are not asking that you mandate that all vocational programs use its model. It is but one of the ways to fulfill the more basic mandate -- to provide experience in and understanding of all aspects of the industry. There are countless other ways to provide such instruction -- in the classroom, in the shop, and in the field.

In fact, probably the oldest methods for doing so are found in a very different area -- vocational agriculture, in which students learn to master all aspects of running a farm (agronomy, animal husbandry, meteorology, finances, etc.) and in the process must master and apply reading, writing, math, and science.[3] (Building on this tradition, we are working with the Texas Department of Agriculture and a community group in San Antonio to develop urban agriculture programs in which vocational high school students will learn all aspects of the industry.)

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[3] **See the legislative history, id.**

The legislative history also notes, "Programs which incorporate these elements can also involve linkages with traditional businesses in the community outside the school. However, unlike some cooperative programs which all too often do not provide broad skills beyond the particular needs of a low-paying job slot, the focus here is on whether the student is also learning about the entire enterprise in ways that enhance his or her overall skills."[4]

B. Why the Focus on "All Aspects of the Industry"?

While the Holyoke example may speak for itself, in terms of the educational and employment opportunities it provides, we want to make the case more directly. The focus on "all aspects of the industry" is critical to achieving the most basic purposes of reauthorization -- and to ensuring that vocational education fulfills our best hopes, rather than our worst fears, by widening, rather than narrowing, the educational and occupational opportunities of the students who choose it.

1. Key to Integrating Academics

First, we believe, the calls for integrating academic skills into the vocational setting -- calls which are growing in the wake of recent education reforms -- will often ultimately fail unless the occupational skills themselves are appropriately and broadly defined.

When the jobs skills which a program focuses upon are narrowly defined and relatively rote, the promise that vocational education will be an alternative, appealing way for "marginal" students to learn academic skills has often turned out to be empty -- in part because it is not evident to either students or staff that basic and other academic skills are in fact needed in order to perform tasks that have been routinized. On the other hand, when a student is led to confront the problems facing an economic enterprise, then the relevance of those academic skills for this practical problem-solving becomes evident to students and staff, as the Holyoke example illustrates.

2. Key to Ongoing Employability and Career Development

Second, the often elusive goal of maintaining and adapting vocational programs which are relevant to changing economic and employment conditions will remain further out of reach without a clear mandate concerning "all aspects of the industry."

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[4] Id.

While labor market projections are important, it is clearly impossible to accurately predict precisely how many of which jobs will exist in several years, let alone precisely which skills will later be required in those jobs -- or which students will still have the exact same career interests that they had when they made their initial program choices in adolescence or early adulthood. The accelerating pace of technological change has only made the task more impossible. When workers are given only a very narrow set of skills based on such projections, the slightest change in economic conditions or the closing of a single plant can leave them and their communities high and dry.

In contrast, the focus on all aspects of the industry still provides the concrete, technical production skills but does much more. As Senator Kennedy pointed out, "the focus on gaining experience in all aspects of the particular economic enterprise or industry gives students transferrable skills that are then useful in other jobs. For example, if students are involved in a housing rehabilitation project and learn not just carpentry skills but also about the entire business -- from planning, to finances and budgeting, to labor and community relations (i.e., skills useful elsewhere when the local projections for the exact number of construction jobs turn out to be inaccurate, or when workers seek new jobs for other reasons)." [Id.]

Further, this approach helps resolve another dilemma in seeking to maintain relevant programs -- even if projections were entirely accurate, the cost of updating equipment each year to keep pace with new projections is daunting. When learning all aspects of the industry through either school-based enterprises or through student placement in enterprises in the community, the "equipment" is real and the cost of maintaining and updating it is figured into the budget of the enterprise. In fact, school-based enterprises can generate at least modest revenues for the program.

Finally, the "all aspects of the industry" focus resolves another critical problem in attempting to align programs with labor market projections. In all too many of the communities where large numbers of disadvantaged students most need high quality vocational education, the jobs which are available are low-wage and low-skill, and aligning programs with these jobs will only reinforce under-education and under-employment. As the Holyoke example illustrates, focusing on all aspects of the industry can speak to this dilemma in both present and future tenses.

> First, it can involve students and vocational programs in directly helping to create new jobs and sources. Moreover, when successful, student-run, school-based enterprises are eventually spun out into the community,

often owned by the former students who started them. This makes pedagogical as well as economic sense, since it gives the next set of students the chance to engage in the whole process, from planning and start-up onward.

Second, it gives students the entrepreneurial and other skills which will later allow them to move beyond passive dependency on want ads and to take an active role in the development of both their careers and their communities throughout their lives.

3. Why is the "All Aspects of the Industry" Mandate Ignored?

Our research of State education departments and State plans has confirmed our anecdotal experience -- the "all aspects of the industry" mandate is ignored for the simple reason that people have never been made aware of it. There are two sources of this problem.

First, the statutory language is more ambiguous. Under the Perkins Act, States are to assess and then "meet the needs for general occupational skills and improvement of academic foundations in order to address the changing content of jobs." Congress was quite clear about the meaning of "general occupational skills" in the Conference Report:

> " In assessing the capability of programs for special needs groups and the general vocational student population in meeting general occupational skills and improvement of academic foundations, States shall assess whether the programs use problem-solving and basic skills (including mathematics, reading, writing, science, and social studies) in a vocational setting. It is the intent to give a student experience in and understanding of all aspects of the industry in which the student is preparing to enter."[5]

However, the Department of Education declined to put this Conference Report language in the regulations or otherwise publicize it, and State and local officials generally have never heard of it and are instead left to surmise the possible meanings of "general occupational skills."

Second, a major problem with the current Act is that there is very little connection made between State plan requirements and local program requirements. Even if "all aspects of the industry" were made more explicit at the State plan level, it would, along with many other facets of the State plan requirements, likely have little impact at the local level without clearer local program requirements.

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[5] H.Conf.Rpt. No. 98-1129, p. 93 (emphasis added).

4. What Must Be Done

In order to assure the focus that they deserve, the requirements for providing students with:

(I) strong experience in and understanding of all aspects of the industry the student is preparing to enter (including planning, management, finances, technical and production skills, underlying principles of technology, labor and community issues, and health, safety, and environment); and (II) strong development and use of problem-solving and basic and more advanced academic skills (including mathematics, reading, writing, science and social studies) in the vocational setting;

must be made explicit in:

(a) the current State assessment and planning requirements;

(b) a set of local program requirements (missing altogether from current law); and

(c) the various supportive sections of the Act, including:

- (a) technical assistance, staff development, and curriculum development;
- (b) research and evaluation, including any outcome or performance measures;
- (c) monitoring and enforcement;
- (d) definitions of vocational education, general occupational skills, etc.

II. OVERALL RECOMMENDATIONS CONCERNING THE ACT

Programmatic Goals for Reauthorization

Reauthorization will be successful to the extent that program quality, equity, and participatory governance are all linked to contribute to long-term development, long-term employability, and future-oriented workforce demands in the following way:

QUALITY is assured by providing all students with:

(1) strong knowledge of and experience in all aspects of the industry and enterprise which the student is preparing to enter, including:

- o planning,
- o management,
- o finances,
- o technical and production skills,
- o underlying principles of technology,
- o labor and community issues and relations, and
- o health/safety/ environment;

(2) strong development and use of basic and advanced academic skills (including language skills) and active problem-solving in the vocational setting; and

(3) strong contributions to community development, including both:

(a) involving students in assessment of the community's needs and production of goods or services contributing to the community's welfare; and

(b) linking to other community development planning, institutions, and enterprises (including community-based organizations);

EQUITY is assured by providing:

(4) affirmative outreach and equal access to the full range of these high quality programs -- in terms of race, sex, and special population status (academic disadvantage, economic disadvantage, handicap, limited English proficiency, single head of household/displaced homemaker, or adult status); and

(5) the full range of supplementary services and modifications needed by each special population student to successfully complete and master all the aspects of the quality program in the most integrated setting possible; and

PARTICIPATORY GOVERNANCE is assured by processes for:

(6) full participation by students, parents, teachers, workers, community members, and community-based organizations in each significant aspect of developing, implementing, and evaluating the vocational program.

Basic Means for Achieving the Program Goals

ALL OF THE 6 BASIC ELEMENTS OF A GOOD VOCATIONAL PROGRAM NEED TO BE INTEGRATED INTO EACH FACET OF THE ACT, INCLUDING:

A. AN INTEGRATED LIST OF LOCAL PROGRAM REQUIREMENTS, REFLECTING ALL 6 OF THE ABOVE ELEMENTS, WHICH EVERY LOCAL PROGRAM RECEIVING BASIC GRANT FUNDS MUST MEET (INCLUDING LOCAL REQUIREMENTS FOR ASSESSING WHERE THE PROGRAM NOW IS AND SETTING FORTH WHAT MUST BE DONE TO ACHIEVE THOSE BASIC ELEMENTS).

Current law largely ignores the issue of local program requirements. It also is being interpreted in ways that limit the reach of equity requirements.

It makes no sense to have quality requirements apply to some federally funded programs and equity requirements apply to others. Each is an empty promise without the other -- quality programs, but no effective access by the populations who most need them on one side, and increased access to inferior programs leading to the bottom rungs of the economy on the other.

Instead, every federally funded program should be a quality program to which special populations have effective access. The House bill makes a positive start toward an integrated set of program requirements, but (a) it contains important omissions, **most notably provisions on all aspects of the industry**; and (b) it mistakenly assumes that an integrated set of local requirements is incompatible with set-asides. There is no incompatibility between such requirements and the allocation of funds specifically earmarked for helping recipients meet the extra costs of providing the required supplemental services for special populations. (See below.)

1. In regard to principle (4), concerning affirmative outreach and equal access to the high quality programs, the local program requirements should provide for:

a. An operationalized definition of the term "equal access", so that agencies and members of special populations can tell whether or not it exists. For this purpose, the Office for Civil Rights guidelines for non-discrimination in vocational programs could be adapted in order to ensure that practices which have the unnecessary effect of excluding special populations are eliminated.

b. More detail in the section on providing students and parents with comprehensible, comprehensive, and accurate information.

c. Clarification that program quality requirements are obligations of the recipient agency and are not to be used as barriers to admission.

2. In regard to principle (5), concerning the special services and modifications needed for special populations to succeed in quality programs, the local program requirements should:

a. Strengthen provisions for individual assessment, program planning, and supplemental services, including explicit, strong role for the student and parent in agreeing on plan for special services.

b. Provide for staff appropriately trained for working with the specific special population group, including, for example, joint participation of bilingual, special education, or compensatory education staff and vocational education staff in assessment, planning, and provision of services for students with limited-English-proficiency, handicaps, or academic disadvantage.

c. Clarify that the Individualized Education Plans of students with handicaps should provide for the special services these students need to master the elements of a quality program -- unless valid assessments provide clear evidence that the student is not capable of fully mastering those program elements, in which case the IEP should provide the services which will assist the student to master those elements to the greatest extent possible.

d. Provide for use of language instruction where necessary for successful participation of limited-English-proficient students.

e. Include pre-vocational and comprehensive support services (including adult dependent care) and counseling as needed to potential and current participants.

f. Provide a stronger role for community-based organizations with demonstrated effectiveness in providing high quality programs and special services.

3. In regard to principle (6), participatory governance:

a. Experience with other programs (e.g., Chapter 1, Chapter 2) demonstrates that this participation will not work without explicit provision for adequate numbers, full information and assistance in understanding it, and methods for ensuring that the input of each group is truly representative. Such provisions can make a critical contribution to program responsiveness and accountability.

b. The bill should build on the one program where such participation has been most consistent and most effective in strengthening program quality -- Head Start. We urge you to review and build on the procedures developed by HHS.

B. FUNDING ALLOCATIONS WHICH ASSURE A MIX OF FEDERAL, STATE, AND LOCAL FUNDS ADEQUATE TO MEET THE BASIC PROGRAM REQUIREMENTS, INCLUDING ADEQUATE FUNDING OF THE SUPPLEMENTARY SERVICES WHICH SPECIAL POPULATIONS STUDENTS WILL NEED TO SUCCESSFULLY PARTICIPATE IN THOSE PROGRAMS.

1. For the reasons set forth in the joint statement, "Setting the Record Straight on Set-Asides," we feel that the case has not been made on eliminating the set-asides or the matching requirements.

a. Once the need for special services is adequately delineated in the terms above, then the question should turn to how to assure adequate funding of those services. Set-asides, together with appropriate matches and strengthened program requirements, can help to do that. An adequate substitute has not been constructed.

b. The various difficulties currently being experienced with set-asides could and should be remedied while maintaining their basic structure. To give but a few examples (see the joint statement for others):

i. The problems some localities face with matching requirements can be remedied by strong publicity and enforcement concerning the fact that, under current law, the match is primarily a State responsibility, contrary to the understanding in the field. Eliminating the match cuts the available funding in half.

ii. The problems of local grants which are too small could be remedied by a combination of: (A) better targeting of the formula set-asides (for disadvantaged and handicapped students); and (B) making it clear that the States are not required to distribute the other set-asides on a formula basis and should indeed be both targeting them to areas of greatest need and ensuring that funded projects are of sufficient size, scope, and quality.

2. In order to better target the funds, the use of academic disadvantage should be eliminated as a basis for fund allocation, but it, along with economic disadvantage, should be

retained as a special population definition, so that once the funds reach a particular school on the basis of economic need, students with academic disadvantage can be served and protected against discrimination (this is similar to Chapter 1, whereby poverty is used for fund allocation and educational disadvantage is used for individual eligibility).

C. ATTENTION TO EACH OF THE 6 BASIC ELEMENTS IN PROVISIONS FOR THOSE STATEWIDE FUNCTIONS NEEDED TO FACILITATE AND ENSURE IMPLEMENTATION OF THE LOCAL REQUIREMENTS, INCLUDING:

1. STATE PLAN REQUIREMENTS, INCLUDING STATEWIDE ASSESSMENT AND PLANNING IN RELATION TO EACH OF THE 6 ELEMENTS;

a. The most critical factor here is making sure that each of the 6 elements is carefully included (see above concerning all aspects of the industry). For example, in current law, the provision for assessing the needs of special populations is too narrowly limited to their assessment in relation to labor needs.

b. The requirements of the State plan should be carefully linked to the local program requirements. Otherwise, they are meaningless.

c. The State plan should describe the specific results of the State assessment. The Act currently requires State assessments, requires that the funds be used to help meet the needs identified in the assessments, and requires that the State plan set forth the planned uses of funds and describe how the assessments were carried out. There is no way to tell, however, what is the connection, if any, between the planned used of the funds and the unmet needs identified in the assessment. The most critical element for judging the adequacy of the plan -- the nature and extent of unmet needs revealed by the assessment -- is thus missing.

2. TECHNICAL ASSISTANCE, CURRICULUM DEVELOPMENT, STAFF DEVELOPMENT, AND DEVELOPMENT AND ACQUISITION OF LEARNING TECHNOLOGIES CONCERNING EACH OF THE 6 BASIC ELEMENTS.

To accomplish real program improvement -- resulting in high quality programs and equitable access and outcomes for special populations in those programs -- local recipients need substantial technical assistance, staff development and curriculum development activities and resources. Neither current law nor the House bill devotes adequate attention or resources to this need.

In order to assure that the technical assistance, staff development, and curriculum development activities are really useful to local recipients, **we suggest that these activities grow out of, and be attached to, a state-of-the-art model program in each state run by a local recipient, demonstrating how to use Perkins and other available funding to run a program which incorporates all the elements** of quality (all aspects of the industry, etc.), equity (equal access and special services needed to succeed in quality programs), and participatory governance.

In other words, it would combine the features of a technical assistance center and a "lighthouse" or "lab" school. In addition to providing information, training, and assistance across the state (by local recipient staff and related state personnel), the school could serve as a site to which staff from other sites could come for staff development activities, including observation of the model program.

The funding for the core model program run by the local recipient would be the local recipient's existing federal, state, and local funds. This would ensure that the model is indeed replicable by other local recipients using their existing funding. Additional funding, however, would be needed for the related state-wide technical assistance, curriculum development, and staff development activities. (Building on existing local program resources will also make this a cost-efficient approach.)

Under one structure, the local recipient could apply directly to the Secretary in response to a request-for-proposal,[6] with the State education agency signing on to the application. (The SEA would be responsible for incorporating lessons from the model program into State-level activities and for playing a role in arranging for technical assistance, staff development, etc. to other recipients.) Other parties involved by and signing on to the local recipient's proposal would be post-secondary institutions (to provide research and curriculum development assistance), community-based organizations (to ensure coordination with community resources and needs), and teaching staff, parents, students, community, and workers (to ensure that the proposed program has the clear support of, and meets the needs of, those who both provide and benefit from the program).

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[6] **As an alternative structure, LEAS could apply to the SEA for designation as the model/technical assistance center. Given the importance of this function, however, it is probably preferable to have the LEA, with the SEA's participation, applying directly to the Secretary -- both to assure local initiative and to assure that the proposal is consistent with the federal purposes and requirements.**

3. EVALUATION, PERFORMANCE STANDARDS AND/OR OUTCOME MEASURES, PROGRAM IMPROVEMENT REQUIREMENTS, AND DATA GATHERING.

Provisions focused on program outcomes, including any provisions for performance standards or the like, must be very carefully crafted.

a. Measures of outcomes must not be narrowly focused on entry level skills or on rates of employment alone.

> These measures can undermine the most basic purposes of the Act. For many jobs, entry level skills are extremely rudimentary and fail to make use of workers' full capacities. Targeting vocational programs to such skills is a prescription for impoverished education and an impoverished career. Similarly, a narrow focus on employment rates fails to take into account the nature of the jobs, which may pay sub-poverty wages, provide for little advancement, or make little use of workers' capacities.

b. Outcome measures should include: (a) at the skill level, assessment of whether students have mastered all aspects of the industry; and (b), at the work placement level, whether the work provides income sufficient to rise above poverty and meet basic needs, provides adequate benefit levels (e.g., health care), is in good work environments, and utilizes the full range of skills (all aspects of the industry) the program was designed to develop.

c. Similar breadth is needed in measures used for initial state assessments of need.

d. Performance standards are not, at least to date, an adequate substitute for specific service requirements.

> While it may sound appealing in theory to simply hold providing agencies to outcome measures alone, it can quickly break down in practice. First, measures for assuring equal success for special population groups, an important aim, tend to get stated in extremely watered down, ineffective terms. Second, unless carefully implemented, such standards can encourage creaming, papering over of failure, and other unintended consequences. Third, what actually will happen when an agency has failed to meet the standards? Unless this is clearly worked out, the reluctance to cut off funds will often lead to acceptance of vague remedial promises and continued delay.

e. Consider linking at least a portion of the program improvement, innovation, and expansion funds under Part B of the basic state grant to plans for the programs in greatest need of improvement.

> While questions about the focus of the Part B funds can in part be answered by the existing requirement that the funds be used to meet the needs identified in the State plan resulting from the State assessment, somewhat more clarity may be in order. One method for doing so would be to separate out the program improvement uses from the innovation and expansion uses. Program innovation funds could be used for new programs to meet identified needs. Program expansion funds could be used to broaden or enlarge successful programs that meet identified needs but do not do so for everyone in need. Program improvement, in contrast, could be used to remedy existing programs which, based on evaluation, are failing to meet identified needs. Program improvement plans could then be integrated into the local application process (see above).

4. MONITORING AND ENFORCEMENT.

The existing requirements of the law -- together with the Office for Civil Rights Guidelines -- are far from being uniformly implemented. New provisions to better delineate and focus enforcement responsibilities are needed.

D. ATTENTION TO EACH OF THE 6 BASIC ELEMENTS IN EACH OF THE PARALLEL FEDERAL ACTIVITIES (INCLUDING RESEARCH)

E. CONSUMER SAFEGUARDS WHICH PROVIDE THE INTENDED BENEFICIARIES OF THE PROGRAMS WITH THE INFORMATION, AUTHORITY, AND RESOURCES TO HOLD PROGRAMS ACCOUNTABLE FOR MEETING THE BASIC PROGRAM REQUIREMENTS

It is clear that, even with increased State and federal agency funding, the federal and State bureaucracies cannot be left with all the enforcement responsibilities. The intended beneficiaries at the local level -- students, parents, and communities -- should be given the tools needed to ensure that programs are accountable and that federal dollars are spent in the manner Congress intended.

F. COORDINATION WITH OTHER RELEVANT EDUCATION, EMPLOYMENT, AND TRAINING PROGRAMS BASED ON THESE 6 BASIC PRINCIPLES IN TERMS OF LONG-TERM, BROAD SKILLS, REAL EQUITY, AND FULL PARTICIPATION IN ANY COORDINATION MECHANISMS BY EACH OF THE GROUPS IN PRINCIPLE 6.

"Coordination" is a common, albeit elusive goal in the federal laws on education and employment and training. Of course, coordination should be a positive thing -- goals are more likely to achieve when as many resources as possible are harmoniously integrated toward that end. In particular, the approach suggested here would benefit from coordination, not just of education and employment and training resources, but of community development resources as well. However, coordination between vocational education and JTPA or state employment and training programs, for example, must ensure that the broad skills approach suggested here is given prominence in both sides of the equation. (See above, for example, on our concerns about outcome measures.)

Coordination also raises questions of governance. Any program coordination should ensure that public policy decisions, whether at the state or local level, remain under democratic control and that any bodies that get designated or created to exercise oversight over coordinated programs be weighted adequately to reflect and represent the people most affected -- particularly students, workers, staff, and the community.

III. CONCLUSION

We greatly appreciate this opportunity to share with you our concerns and suggestions. Please let us know if we can be of any assistance in your important efforts to improve vocational education for our students and our communities.

Senator KASSEBAUM. Let me just say to all witnesses that your full statements will be made a part of the record, even if the red light goes on before you have completed.

Ms. Ellis?

STATEMENT OF JEWELL DEENE ELLIS, UNIT DIRECTOR, HOME ECONOMICS, OFFICE OF VOCATIONAL EDUCATION, FRANKFORT, KY, ON BEHALF OF VOCATIONAL HOME ECONOMICS EDUCATION COALITION

Ms. ELLIS. Thank you, Senator Kassebaum.

My name is Jewell Deene Ellis, and I am Chair of the Vocational Home Economics Education Coalition and Director of Home Economics Education for the Kentucky Department of Education.

On behalf of the 45,000 teachers and 3.9 million students served in consumer and homemaking education programs across the country, the Coalition urges the continuation of the Carl Perkins Vocational Education Act and urges its reauthorization with some updating and changes.

Under the Carl Perkins Vocational Education Act, consumer and homemaking education is a specific, authorized initiative under Title III, Part B, Special Programs. This means that each year, justification for the program is presented to the Appropriations Committee of the Congress. This plan makes consumer and homemaking programs more accountable, not only to the public, but to the Congress.

The Perkins Law has provided for the continuation of consumer and homemaking education, a unique part of vocational education that addresses the inter-relatedness of the home, family and workplace.

Programs strive to prepare both males and females to assume multiple roles as wage-earner and parent in today's society.

Although my written testimony includes many examples of what States have done to implement the law, I would like to highlight some overall accomplishments.

Consumer and homemaking education has continued to serve 20 percent of the public secondary school population. It has utilized more than one-third of the funds to serve youth and adults in economically-depressed areas. It has served 59 percent of the secondary consumer and homemaking education enrollment in the specialized courses of parenthood education, nutrition and child development. It has served traditionally underserved population such as the handicapped, elderly, migrants, teen parents and others. It has served 3.9 million students of whom 38 percent are male. It has improved and expanded programs and updated programs by several means, and one of the foremost is developing new curricula in such areas as parenthood education, family violence, consumer education and nutrition.

Consumer and homemaking education has conducted in-service meetings for teachers throughout the country to update teachers on such topics as AIDS education and computer technology. It is focused on social and economic concerns affecting the family. And, like many others have said, we have focused on integrating academics into the classroom instruction.

Coordination and cooperation with other agencies, especially in economically depressed areas, has enabled students to receive additional services.

Although the Perkins Law has provided many opportunities to serve youth and adults in consumer and homemaking education, the Coalition recommends some updating in reauthorization. The Coalition has sought the input of teachers, administrators and supervisors in order to identify some changes to be made. In addition, we have looked at the social and economic conditions affecting families in this country. This has helped not only to identify the groups to be served, but also to identify the focus of the instructional programs.

For example, consumer and homemaking education can respond to and has responded to working mothers who need to have daycare for their children; drug abuse, which is prevalent in high schools; the single mother, who may have to earn $9 an hour if she is to put her children in a daycare center; the growing homeless population; the latchkey children who stay at home while the parents work; the people who have suffered because of domestic violence; teenage pregnancy, which in this country is one of the highest among the developed countries; and then, mindful that the well-being of our Nation is based on the social and economic well-being of families, the Coalition recommends several areas of instruction be strengthened.

One area that is critical is the understanding and the knowledge of balancing family and work as more single parents and both parents in a household are in the work force.

Other areas of focus that need to be included in the reauthorization are problems of family violence, child abuse, teen pregnancy, individual and family health, and child and family nutrition and wellness.

The Coalition believes that we can be of assistance to at-risk populations, including the homeless and the aging. And then, if we are to meet the challenge that is before us, the teacher education institutions in this country will have to train more consumer and homemaking teachers. Perhaps a Federal incentive to expand teacher education programs is appropriate.

This concludes my remarks, except for one other item—excuse me. The Coalition recommends that authorized funds for leadership development be used for full-time State administrators qualified by experience in educational preparation and home economics.

Thank you.

Senator KASSEBAUM. Thank you, Ms. Ellis.

[Prepared statement of Ms. Ellis (with an attachment) follows:]

PREPARED STATEMENT OF JEWELL DEENE ELLIS

Mr. Chairman and Members of the Subcommittee:

I am Jewell Deene Ellis, Chair of the Vocational Home Economics Education Coalition and director of Home Economics Education for the Kentucky Department of Education.

I appreciate the opportunity to discuss reauthorization of the Carl D. Perkins Law and specifically Title III, Part B, Consumer and Homemaking Education. Today, I am representing the Coalition for Vocational Home Economics Education which has a combined membership from the American Home Economics Association, the American Vocational Association and the Home Economics Education Association.

Historically, funding to support Vocational Education and Consumer and Homemaking Education has been tied to economic and educational priorities of the Nation. Today is no different. Vocational Education, including Consumer and Homemaking Education has a critical role to play in building a better America.

While recognizing that quality education is fundamentally a state and local responsibility, Federal leadership and funding can make a difference. The willingness to target Federal dollars for specific programs such as Consumer and Homemaking Education enables states to provide adequate educational programs and services for students.

Funding for Consumer and Homemaking Education leaves no doubt that these programs occupy a prominent place in education and specifically vocational education. Federal dollars provide the catalyst for improving quality and for updating programs.

On behalf of the 45,000 teachers and 3.9 million students served in Consumer and Homemaking programs across the country, the Coalition supports the continuation of the Carl D. Perkins Law and urges its reauthorization with some updating and changes.

Under the Carl D. Perkins Law, Consumer and Homemaking Education is a separately authorized initiative under Title III, Part B, Special Programs. This means that each year justification for the program is presented to the Appropriation Committees of the Congress. This plan makes Consumer and Homemaking programs more accountable, not only to the public but to the Congress. Through this process states have to continually focus on the purposes and intent of the law as goals and objectives are determined each year.

It is significant that Consumer and Homemaking Education was written into Title III, Special Programs of the Carl D. Perkins Law, where it could provide special focus and emphasis beyond the Basic Grant.

It is the view of the Coalition that the current legislation for Consumer and Homemaking Education is the best to date. It is less restrictive in the use of funds, allows for more flexibility in administering the programs at the State level, and provides options for meeting the needs of individuals and families. In fact, it has had far greater potential for carrying out programs, services and activities than the available resources could support.

IMPACT OF CONSUMER AND HOMEMAKING FUNDING ON STATES

The impact of Consumer and Homemaking funding on states can be determined by reviewing some of the activities, programs and services conducted since implementation of the Perkins Law. Examples of activities conducted according to the uses of funds as mandated, tell the story.

1. Conduct Programs in Economically Depressed Areas

Consumer and Homemaking programs continue to serve the largest number of disadvantaged persons of any vocational program. The Carl D. Perkins Law requires that 1/3 of the funds be spent in economically depressed areas or in areas with high rates of unemployment. Nationally, over 50% of the funds are used to support programs which serve youth and adults in these areas.

- In Kentucky 62% of the secondary students enrolled in Consumer and Homemaking Education are in economically depressed areas. These students benefit from comprehensive courses and specialized semester courses such as Parenthood Education, Child Development and Food and Nutrition.
- During FY '88 Massachusetts conducted 22 projects in economically depressed areas for disadvantaged teen parents or pregnant teens. As a result of instruction, home visits and participation in a summer camp, students stayed in school.
- In FY '86 the State of Iowa served 35,294 adults in economically depressed areas. As an example, grants to two community colleges located in industrial areas provided assistance to "factory lay-offs." These individuals who once were considered in the middle income bracket became the new poor who found themselves suddenly unemployed. While instruction varied according to the needs of individuals, money management and consumerism had high priority.
- Another successful program in an economically depressed area is in Des Moines, Iowa where the prevention of child abuse is addressed through work with abusive parents. Close coordination and cooperation with other agencies made possible the referrals of parents needing help in this area.

- In Texas 160,921 students were served in economically depressed counties as compared to 49,275 students in non-economically depressed counties. Schools documented increased application of the basic skills of communication, computation and science in their Consumer and Homemaking courses.
- Ohio's Family Life Consumer and Homemaking Education program served families in economically depressed areas. Parents had the opportunity to receive instruction in parenting skills, resource management and job readiness. The program currently focuses on parent/child instruction programs. Family Literacy, one of the more successful outcomes of the program is accomplished by providing preschool books to parents who often learn to read as they participate with their children in the program. Quality child care is provided while parents attend classes in their housing development, community center, local health center, church or public school.

2. Encourage Participation of Traditionally Underserved Populations

Among the traditionally underserved populations served through Consumer and Homemaking classes are such groups as the handicapped, elderly, migrant students, teen parents, the incarcerated and native Americans.

- For example, Texas provides a course in Family Life Education for migrant students in 18 school districts. This is coordinated with Chapter Two funds and Migrant Education. Consumer and Homemaking funds will be used next year to develop student materials in Parenting and Child Development.
- In June of this year, a teacher in Maryland was recognized as the National home economics teacher of the year for bringing the elderly to her classroom to work with students.

- In North Dakota and many other states chapters of the Future Homemakers of America, the vocational student organization within Consumer and Homemaking Education, conduct projects in assisting the aged. Some chapters adopt a grandparent while others learn about the aging process. Some chapter members assist with the elderly by writing letters and doing shopping. These activities help both age groups to understand and appreciate each other.
- In Mississippi, Consumer and Homemaking funds provided assistance to inmates in a women's correctional facility. Topics of instruction included building self esteem, development of management skills, balancing work and family, and preparation for release into the outside world.
- In Kentucky, 12, in-school day care programs for children of students make it possible for school age parents to get back into the classroom. The in-school day care allows student parents to spend their time concentrating on their studies. Students with children in the day care center are required to take parenthood education and child development courses. That, coupled with their work in the day care center gives them "hands on" experience in dealing with children. These programs are conducted in cooperation with the Sex Equity coordinator.

3. Encourage the Elimination of Sex Bias and Sex Stereotyping

Much has been done through Consumer and Homemaking Education to eliminate sex bias and sex stereotyping. For example, the number of male students enrolling in Consumer and Homemaking Education increases each year. Currently, 38% of the total enrollment is male. In Connecticut the percentage of males in middle school courses ranges from 32-50%. In Mississippi male enrollment is 30% and in Idaho it is 33%.

Membership in the vocational student organization, Future Homemakers of America is 14% male. Each year of the Perkins Law male membership has increased 1%. Not only are male students members of the student organization, they also assume leadership roles. During the 1988-89 school year 15% of the National officers were male. The same percentage is true for the 1989-90 school year.

Male students are serious about specialized semester courses in Parenthood Education, Consumer Education, Child Development and Nutrition. Many of these courses have no prerequisites which makes Consumer and Homemaking classes more accessible. Comprehensive courses geared to adult living and offered at the junior and senior high levels are also attractive to male students.

Consumer and Homemaking teachers have worked hard to reduce sex bias and stereotyping. They have attended workshops and seminars designed to raise their awareness of the problem. They have made their classrooms more appealing to male students by rearranging or acquiring new equipment and furnishings. Recruitment brochures with pictures of students have been revised to include males.

4. Improve, Expand and Update Programs which Specifically Address Needs of Those in Depressed Areas, the Underserved and Those Affected by Sex Bias and Sex Stereotyping

Since the beginning of the Perkins Act, state administrators, supervisors, teacher educators and teachers have made a concerted effort to improve, expand and update programs.

One activity which most states have found beneficial is the development and revision of curriculum materials. Some of the recently developed curricula are in the areas of parenthood education, family violence, child abuse, resource management, consumer education, child development and nutrition. A resource center in Vermont serves 57 schools throughout the state. Resource materials emphasize areas of teenage parenting, personal development, AIDS education and nutrition. In addition, twenty states have developed curriculum related to balancing work and family.

Consumer and Homemaking teachers in an urban area in Kentucky developed a curriculum on the Prevention of Family Violence. One of the writers, Eva Mae Lloyd, who was the national home economics teacher of the year, appeared on a nationally televised program in the fall of 1988 to explain how she used the curriculum in her classroom. Even though the program was shown from 11:00 a.m. to noon when people were at work, Mrs. Lloyd received 600 requests for the family violence curriculum. In addition, the Home Economics Unit in the Department of Education received another 600 requests.

Other examples of new curriculum include Instruction for First Time Mothers - At Risk Families, developed in Kansas, Teen and Elderly - Leading and Learning, developed in Arkansas, and Nutritional Science developed in California and Oregon. Inservice meetings for Consumer and Homemaking teachers conducted at local, regional and state levels have perhaps done as much to improve the quality of programs as any other single activity. A review of the program emphases at state conferences ranges from linking academic skills to career opportunities to family life skills to teaching gifted students.

Consumer and Homemaking teachers have used modern technology as another means of improving and updating programs. Video recorders, computers, and microwave ovens are common in the classrooms. Video tapes on family violence, parenting skills, teenage pregnancy, teen stress and teen suicide are well received and enhance learning. Use of computer software programs that address such topics as handling a checking account, math and personal finances and insurance are on the increase.

Home economics teachers in several Kentucky schools have hooked up with Learning Link, a service of the Kentucky Educational Television System. It is an interactive computer system that offers data bases, information sources, message centers and bulletin boards.

5. Address Priorities and Emerging Concerns at the Local, State and National Levels

Consumer and Homemaking Education clearly addresses several state and national priorities including but not limited to the following:

- Economic development and productivity
- Training special populations, including the disadvantaged and handicapped
- Providing programs for "at risk" youth
- Integrating academics into Consumer and Homemaking Education

Economic Development and Productivity

Economic development and productivity continue to be of great concern and high priority to citizens in this country.

As a basic unit of society, the family produces workers for the labor force, family members for the home, and citizens for the community. It has become increasingly clear that productivity is enhanced when workers are able to cope effectively with the problems which arise from trying to balance the interrelated responsibilities of family and work. Consumer and Homemaking Education programs help young people as well as adults to develop the skills to achieve this balance.

Work and Family Seminars designed to increase workers' productivity and satisfaction reached 7400 employees in Ohio during 1987-88. Seminars topics included the following: (1) management of stress caused by work/family conflicts, (2) time and energy management at home and work, (3) defining and managing the multiple roles of work and family, (4) communication and negotiation, (5) creative problem solving, (6) choosing and using child care, (7) working parents [quality time, quilt, and other issues], and (8) special concerns of single parents.

In response to concerns expressed by employers, Kentucky expanded its Consumer and Family Life Skills programs to include a component of training for all occupations at the postsecondary level. All students enrolled in the 13 state vocational technical schools must participate in the 60 hour course. Each year 6,000 students both, male and female, benefit from this instruction.

Training Special Populations, Including the Disadvantaged and Handicapped.

As stated earlier in this testimony, Consumer and Homemaking Programs continue to serve the largest number of disadvantaged persons of any vocational program. Approximately 6% of the total enrollment is handicapped.

Providing Programs for "At Risk" Youth

Youth are "at risk" when they deal with pressures which can result in teen pregnancy and teen parenting, substance abuse, high drop-out rates, and sometimes teen suicide.

In New Jersey, Consumer and Homemaking funds provided for the development of a new curriculum designed to keep pregnant students in school until they graduate. The purpose of the program is to assist students to cope better with parenthood, become more self sufficient and avoid being on welfare.

A similar program to keep pregnant and parenting students in school until graduation has been successful in Ohio. Teachers made home and hospital visits and helped students link with health care and social service agencies within their communities. Parenting skills, career goal setting and employability skills were taught. Of the 4,508 students served in 1987-88, 85% graduated from or re-entered school by September, 1988.

At Thomas Jefferson Senior High School in Los Angeles, California, where the majority of students are "at risk", Consumer and Homemaking Education classes address the problems of early marriage, teen pregnancy, changing family roles, and child abuse. Students learn interpersonal, communication, job search, and other skills necessary for successful home and work life. Reinforcing academic skill development, particularly writing, is an integral part of instruction. The number of young men enrolled is nearing a majority in some classes. Class attendance is high suggesting that holding power for "at risk" students in Consumer and Homemaking is high.

Integrating Academics into Consumer and Homemaking Education

Through assignments and projects, students in Consumer and Homemaking Education in every state develop their reading, writing and computation skills. Reading skills are stressed through textbook assignments, magazine articles and newspapers. Application of mathematical skills is made in Consumer Education, Food and Nutrition, Textiles, and Housing. For example, Consumer Education provides opportunities for calculating interest on savings and loans, determining the cost of credit and figuring the cost of an automobile.

In summary, the Carl D. Perkins Law has provided for the continuation of Consumer and Homemaking Education, a unique part of vocational education that addresses the interrelatedness of the home, family and work place. Programs strive to prepare both males and females to assume multiple roles...however, wage earner, and parent...in today's society. Programs have been targeted to special populations, the underserved and the male student. Programs have continuously been expanded and updated to focus on preventive education and address social and economic concerns.

Coordination and cooperation with other agencies, especially in economically depressed areas have enabled students to receive additional services. And throughout the instructional process, academics were integrated.

Although the Carl D. Perkins Law has provided many opportunities to serve Consumer and Homemaking students, the Coalition recommends some updating in reauthorization. For the last two years, the Coalition sought input of teachers, supervisors and administrators regarding changes. In addition, the social and economic problems affecting families were assessed. This process helped not only to identify the groups to be served but also the focus of instruction. For example, Consumer and Homemaking Education can respond to problems such as:

- Working mothers with children under 6 who need access to quality day care.
- Drug abuse which is prevalent in high schools throughout the country.
- The single mother who needs to earn a salary of more than $9 an hour to support herself and two preschoolers if she needs to purchase day care.
- The growing homeless population nationwide.
- The 7 million "latch key" children aged 13 and under who care for themselves for at least part of every day while their parents work.

- The 3-4 million women who were victims of domestic violence at least once during an average 12 month period between 1978 and 1982.
- Teenage pregnancy, which in the United States is considered to be highest in a developed country.
- Teenage parents whose lifetime earnings average half of those who do not become parents until at least age 20.

Mindful that the well being of our nation is based on the social and economic well being of families, the Coalition recommends that several areas of instruction be strengthened. One area that is critical is balancing family and work as more single parents and both parents in a household are in the work force.

Other areas of focus which need to be included in the reauthorization are the problems of family violence and child abuse, teen pregnancy, individual and family health, and child and family nutrition and wellness. The Coalition also believes that Consumer and Homemaking Education can provide assistance to the "at risk" populations including the homeless and the aging population.

Lastly, the Coalition recommends that authorized funds for leadership development be used for full time state administrators, qualified by experience and educational preparation in Home Economics.

The recommendations as outlined in this testimony are shown in the attached document. Language to be deleted is in brackets and language to be added is in bold face type and underlined.

Mr. Chairman, this concludes my remarks. Thank you for the opportunity to express the views of the Coalition.

ATTACHMENT

SUGGESTED CHANGES IN CONSUMER AND HOMEMAKING EDUCATION FOR THE REAUTHORIZATION OF THE CARL D. PERKINS LAW

Recommended by the Vocational Home Economics Education Coalition

Language to be deleted is in brackets and language to be added is in bold face type and underlined.

Consumer and Homemaking Education Grants

Sec. 311. From the portion of the allotment of each State under section [101] **111** available for this part, the **Assistant** Secretary is authorized to make grants to States to assist them in conducting consumer and homemaking education programs. Such programs may include (1) instructional programs, services, and activities that prepare youth and adults for the occupation of homemaking, and (2) instruction in the areas of food and nutrition, **individual and family health**, consumer education, family living and parenthood education, child development and guidance, housing, home management (including resource management), and clothing and textiles.

Use of Funds from Consumer and Homemaking Education Grants

Sec. 312(a) Grants to any State under this part shall be used, in accordance with State plans approved under section [114] **124**--
(1) to conduct programs in economically depressed areas;
(2) to encourage participation of traditionally underserved populations;
(3) to encourage the elimination of sex bias and sex stereotyping;
(4) to improve, expand, and update programs with an emphasis on those which specifically address needs described under clauses (1), (2), and (3); and
(5) to address priorities and emerging concerns at the local, State, and national levels.
(b) Grants for the purposes set forth in subsection (a) may be used for--
(1) program development and improvement of instruction and curricula relating to managing individual and family resources, making consumer choices, [managing home and work responsibilities] **balancing work and family**, improving responses to individual and family crises **(including family violence and child abuse)**, strengthening parenting skills **(especially among teenage parents)**, **preventing teen pregnancy**, assisting aged and handicapped individuals, **assisting at-risk populations (including the homeless)**, improving **individual, child, and family** nutrition **and wellness**, conserving limited resources, understanding the impact of new technology on life and work, applying consumer and homemaking education skills to jobs and careers, and other needs as determined by the State; and
(2) support services and activities designed to ensure the quality and effectiveness of programs, including demonstration of innovative and exemplary projects, community outreach to underserved populations, application of academic skills (such as reading, writing, mathematics, and science) through consumer and homemaking education programs, curriculum development, research, program evaluation, development of instructional materials, teacher education, upgrading of equipment, teacher supervision, and State administration and leadership, including activities of the student organization.
(c) Not less than one-third of the Federal funds made available to any State under this section shall be expended in economically depressed areas or areas with high rates of unemployment for programs designed to assist consumers and to help improve home environments and the quality of family life.

Information Dissemination and Leadership

Sec. 313(a) The State board shall ensure that the experience and information gained through carrying out programs assisted under this part is shared with administrators for the purpose of program planning. Funds available under this part shall be used to assist in providing **State leadership and full-time** State [leadership] **administrators** qualified by experience and **educational** preparation in home economics education.
(b) Not more than 6 percent of the funds available under this part may be used for State administration of projects, services, and activities under this part.

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Senator KASSEBAUM. Representative Sherlock, Senator Pell is particularly sorry he had to be away today from Washington, but wanted to extend to you a particular welcome.

STATEMENT OF HON. PAUL V. SHERLOCK, VICE CHAIRMAN, COMMITTEE ON FINANCE, RHODE ISLAND HOUSE OF REPRESENTATIVES, ON BEHALF OF NATIONAL CONFERENCE OF STATE LEGISLATURES

Mr. SHERLOCK. Thank you very much, Senator.

It is a distinct pleasure for me to be appearing before your committee, and I am sure that with your distinguished chairman, I don't have to reiterate the necessity for continuation of this Act. But what I'd like to do in brief is to begin to emphasize some of the features that I think will be essential, at least from my own experience and knowledge of the operations of vocational education in our State.

I think one of those features is the role of the State. In some of the smaller States, we have had an opportunity to have a better handle on coordination of efforts overall and to develop some plans which represent collective policy to ensure access to vocational education by many of the people who are disadvantaged and handicapped and who otherwise would profit from vocational education. I am sure that in our State, as in others, there is obvious need for improvement. I think the national statistics bear that out. I think that we need the leverage to advance policy which will force vocational education, as well as general education, if you will, to be more relevant to the needs of the populations that it serves.

We have, in fact, a zero reject policy throughout the country and in Federal law, but we have not been as successful as we need to be in providing access to those populations.

Part of the challenge, I think, will be to effect Statewide policy which ensure that vocational education reach out to those populations. It has not been that successful. I think part of the challenge will be to ensure that our policies not only attend to the fundamental basic education needs of a population that needs vocational education, but also to make vocational education much more relevant to those people. I think we are going to have to begin to think in terms of vocational education simply as not a school enterprise, but an entire community enterprise, which incorporates the advantages of both school and business and industry.

We have been able to do some of that through State legislation in our little State of Rhode Island, through what we call the Business-Education Partnership that we funded with local chambers of commerce. And there are several nice little examples of the kinds of interagency cooperation, if you will, between business, industry and labor. I think we are going to have to do much more of that. We are going to have to recognize that school is not just for people of the traditional school age, that we need to provide access for reentry into school of many of the people who have failed to capitalize on the benefits of what we know is the great American education system. For some reason or another, we missed them, and they missed us, and we need to be able to develop policies and strategies, to reincorporate them so that it won't be a waste for those people as persons themselves and as members of and citizens of our country.

In order to do that, I think we are going to have to have strong State policy and coordinated State policy, and diffusion of locus of responsibility I think would be a detriment to achieving some of those realities that are confronting us.

Ms. Ellis indicated the business of providing supportive services for the female population of our country, for their re-entry, and I think that once we are able to get the message to vocational education and to the education policymakers, including legislatures, with legislative review, that vocational education is not just for schoolchildren while they are passing through, then I think we will have made a major contribution, and we would wish that you would entertain some of those features as you engage in reauthorization.

Thank you very much.

Senator KASSEBAUM. Thank you very much, Representative Sherlock.

[Prepared statement of Mr. Sherlock follows:]

PREPARED STATEMENT OF REP. PAUL SHERLOCK

CHAIRMAN PELL, MEMBERS OF THE SUBCOMMITTEE, I AM PAUL SHERLOCK, VICE CHAIRMAN OF THE FINANCE COMMITTEE IN THE RHODE ISLAND HOUSE OF REPRESENTATIVES. I APPRECIATE THE OPPORTUNITY TO BE HERE TODAY ON BEHALF OF THE NATIONAL CONFERENCE OF STATE LEGISLATURES (NCSL) AND THE RHODE ISLAND GENERAL ASSEMBLY TO OFFER OUR VIEWS ON THE IMPORTANT REAUTHORIZATION OF THE CARL D. PERKINS VOCATIONAL EDUCATION ACT.

MR. CHAIRMAN, TODAY PERHAPS MORE THAN EVER BEFORE, THE NEEDS AND CONCERNS FOR VOCATIONAL-TECHNICAL EDUCATION ARE DIRECTLY LINKED TO OUR NATION'S ABILITY TO MAINTAIN A GLOBALLY COMPETITIVE WORKFORCE FOR THE FUTURE. SINCE THE EARLY PART OF THIS CENTURY, VOCATIONAL EDUCATION HAS PLAYED AN IMPORTANT ROLE IN THE DEVELOPMENT OF A LITERATE AND COMPETENT WORKFORCE FOR OUR INDUSTRIAL EXPANSION. THAT EXPANSION, AND ITS CONCOMITANT INNOVATION, LED THE UNITED STATES TO THE TOP POSITION AMONG THE DEVELOPED NATIONS OF THE WORLD, BOTH IN TERMS OF PRODUCTIVE CAPABILITY AND IMPROVED STANDARD OF LIVING. AMERICAN PRODUCT QUALITY ALSO WAS SECOND TO NONE.

NOW, AS WE APPROACH THE ADVENT OF THE 21ST CENTURY, OUR NATION FINDS ITSELF IN A RATHER DIFFERENT POSITION. OTHER NATIONS AND GROUPS OF NATIONS, ONCE DEPENDENT UPON OUR PRODUCTS AND KNOW-HOW, NOW HAVE GROWING ECONOMIC STRENGTH AND VITALITY THAT, IN A NUMBER OF AREAS, OUTSTRIPS OUR ABILITY TO MATCH. WHERE ONCE THE UNITED STATES WAS THE DOMINANT ECONOMIC FORCE IN THE WORLD, IT NOW FINDS ITSELF IN DEBT TO, AND RUNNING TO KEEP UP WITH, COUNTRIES WHOSE DEDICATED APPROACH TO EDUCATION, BUSINESS AND ECONOMICS IS BECOMING LEGEND.

THAT DOES NOT MEAN THAT OUR ECONOMY HAS STOPPED EXPANDING. ALTHOUGH OTHER NATIONS' ECONOMIES ARE GROWING AT A SOMEWHAT FASTER PACE, OUR ECONOMY IS STILL GROWING AND CREATING JOBS. THE MAJOR QUESTION IS WHETHER WE WILL HAVE THE SKILLED LABOR FORCE TO MEET THOSE GROWING NEEDS BOTH FOR OUR OWN STANDARD-OF-LIVING AND FOR THE MAINTENANCE OF OUR POSITION AS A LEADING NATION IN THE NOW GLOBAL ECONOMY.

DEMOGRAPHIC DATA NOW INDICATES THAT, DUE TO A DECLINING NUMBER OF YOUNG PEOPLE AND CONTINUED GROWTH OF THE JOB MARKET, THE UNITED STATES IS HEADED TOWARD A PERIOD OF SKILLED LABOR SHORTAGES. THAT ALONE SHOULD CONCERN US, BUT THE PROBLEM IS FURTHER COMPOUNDED BY THE FACT THAT, WHILE THE 14 TO 24 YEAR-OLDS WHO TRADITIONALLY FILL ENTRY-LEVEL JOBS ARE DECLINING PROPORTIONATELY, THE NUMBER OF YOUNG PEOPLE WHO ARE FAILING AT SCHOOL AND POORLY PREPARED FOR WORK IS ON THE RISE. THE RESULT IS THAT THE WORKFORCE IS BECOMING OLDER, INCREASINGLY FEMALE, AND MORE HEAVILY COMPRISED OF RECENT IMMIGRANTS.

FURTHERMORE, THE WORKFORCE IS BECOMING MORE RELIANT ON POPULATIONS WITHIN OUR SOCIETY GENERALLY CONSIDERED TO BE MORE AT-RISK OF FAILURE. RECENT DATA SHOW THAT AT LEAST HALF OF ALL HIGH SCHOOL GRADUATES DO NOT INTEND TO PURSUE A POST-SECONDARY EDUCATION AND THAT, AS SHOCKING AS IT MAY SOUND, AS MANY STUDENTS DROP OUT OF HIGH SCHOOL AS GRADUATE FROM COLLEGE. CLEARLY, THIS IS AN INTOLERABLE WASTE OF HUMAN RESOURCES.

OVER THE COMING DECADES, TECHNOLOGICAL ADVANCES, INCREASING INTERNATIONAL COMPETITION AND DEMOGRAPHIC SHIFTS IN OUR DEVELOPING WORKFORCE PRESENT NEW OPPORTUNITIES AND CHALLENGES. LOCAL, STATE AND FEDERAL GOVERNMENTS MUST EXPAND THEIR COMMITMENT TO AN EDUCATION THAT INCREASES

INDIVIDUAL OPPORTUNITY, CAPABILITY AND PRODUCTIVITY. THAT COMMITMENT SHOULD BE AIMED AT SUSTAINING OUR SHARE OF WORLD ECONOMIC LEADERSHIP AND QUALITY OF LIFE BY CREATING A SKILLED, WORLD-CLASS WORKFORCE WITH THE READY ABILITY TO ADAPT TO CHANGE AND FURTHER TECHNOLOGICAL DEVELOPMENT. HIGH QUALITY VOCATIONAL-TECHNICAL EDUCATION FOR ALL OUR CITIZENS THAT INCLUDES SUBSTANTIAL FUNDAMENTAL ACADEMICS IN COMBINATION WITH APPLIED SKILL TRAINING AT BOTH THE SECONDARY AND POST-SECONDARY LEVELS MUST BE AN ESSENTIAL, RESPECTED ALTERNATIVE FOR AMERICAN HUMAN RESOURCE DEVELOPMENT TO MEET THAT COMMITMENT.

ALL OF THIS LEADS US TO THE CONCLUSION THAT THE EDUCATIONAL REFORMS OF THE EIGHTIES NEED TO EXTEND TO VOCATIONAL-TECHNICAL EDUCATION TO UPGRADE THE QUALITY OF ITS OFFERINGS AND BROADEN ITS BASE TO ASSURE ACCESS TO AT-RISK STUDENTS. ACCORDING TO A 1988 SURVEY BY NCSL, MANY STATES, ESPECIALLY IN THE SOUTH AND THE NORTHEAST, SEE VOCATIONAL-TECHNICAL EDUCATION AS AN EXTENSION OF THEIR PLANS FOR ECONOMIC DEVELOPMENT AND HAVE BEGUN THE PROCESS OF REFORMING STANDARDS AND UPGRADING COURSE WORK. BUT THE PROCESS OF HELPING TO EXTEND THIS NEW PHASE OF EDUCATIONAL REFORM, BASED ON THE EXPERIENCE OF THOSE STATES ALREADY INVOLVED, SHOULD BE IN THE NATIONAL INTEREST.

THEREFORE, NCSL SUPPORTS THE CONTINUATION OF THE STATE-FEDERAL-LOCAL PARTNERSHIP IN SUPPORT OF VOCATIONAL-TECHNICAL EDUCATION, A PARTNERSHIP IN WHICH THE STATES, WHO HAVE THE PRIMARY RESPONSIBILITY AND AUTHORITY FOR EDUCATION, SHOULD HAVE THE FLEXIBILITY TO ADAPT FEDERAL CONCERNS INTO A STATE PLAN, FOR WHICH THEY WOULD BE HELD ACCOUNTABLE. FEDERAL SUPPORT OF STATE PLANS SHOULD BE AIMED AT IMPROVING THE ABILITY OF THE STATES TO FOCUS RESOURCES AND INNOVATIVE EFFORTS ON STATEWIDE AND REGIONAL EDUCATION AND ECONOMIC PRIORITIES, INCLUDING ACTIVITIES TO SERVE AT-RISK YOUTH. THIS COULD

INCLUDE CURRICULUM DEVELOPMENT, PROGRAM INNOVATION, INCREASED FACULTY REQUIREMENTS, IMPROVED EVALUATION METHODS AND ACCOUNTABILITY STANDARDS, AND CREATIVE PUBLIC-PRIVATE COLLABORATION FOR SERVING AREAS WITH HIGH CONCENTRATIONS OF AT-RISK YOUTH. BECAUSE OF THEIR KEY POLICY ROLE, STATE LEGISLATURES SHOULD CONTINUE TO HAVE THE OPPORTUNITY TO REVIEW AND COMMENT ON THE STATE PLAN BEFORE ITS SUBMISSION TO THE U.S. DEPARTMENT OF EDUCATION.

IT SHOULD BE THE MAJOR FUNCTION OF THE FEDERAL PROGRAM TO ASSIST THE STATES IN UPGRADING ACCESSIBILITY TO AND THE QUALITY OF VOCATIONAL-TECHNICAL EDUCATION RATHER THAN SEEKING WAYS TO BYPASS THE STATES. TO DO SO ONLY LEAVES OUT THE MAJOR PLAYER AND FORFEITS THE OPPORTUNITY TO JOINTLY FIND WAYS TO REDIRECT RESOURCES TO IMPROVE THE ENTERPRISE.

NCSL BELIEVES THE FEDERAL PROGRAM SHOULD ALSO REQUIRE THAT STATE-LOCAL VOCATIONAL-TECHNICAL EDUCATION POLICY AND PROGRAMS BE DEVELOPED IN COOPERATION WITH THE BROADER EDUCATIONAL COMMUNITY, BUSINESS AND LABOR, OUT-OF-SCHOOL JOB TRAINING PROGRAMS AND HUMAN SERVICE AGENCIES TO BETTER ASSURE THAT STATE AND FEDERAL PROGRAM ACCESS AND TRAINING GOALS ARE MET. THESE GOALS, AS OUTLINED IN THE STATE PLAN, SHOULD INCLUDE AN EMPHASIS ON SERVING AREAS WITH RELATIVELY HIGHER CONCENTRATIONS OF AT-RISK YOUTH, IMPROVED AND REUSABLE COUNSELING AND PLACEMENT SERVICES, AND INCREASED WORK EXPERIENCE, COOPERATIVE EDUCATION, ON-THE-JOB TRAINING AND/OR APPRENTICESHIP OPPORTUNITIES.

THESE GOALS CAN BE ACCOMPLISHED BY DESIGNATING ONE-HALF OF THE STATE GRANT FOR THE DEVELOPMENT OF SPECIAL SERVICES, SUCH AS CREATING INNOVATIVE PROGRAMS FOR AT-RISK YOUTH WITH THE DISTRIBUTION WEIGHTED IN FAVOR OF DISTRICTS WITH THE HIGHEST CONCENTRATION OF SUCH STUDENTS.

THE OTHER HALF OF THE STATE GRANT SHOULD BE DESIGNATED FOR SUCH PROGRAM AND STAFF DEVELOPMENT PURPOSES THAT WILL BETTER LINK ACADEMIC AND OCCUPATIONAL STUDIES; DEVELOP A COLLABORATION BETWEEN JTPA, ADULT EDUCATION, AND THE JOBS PROGRAM UNDER THE FAMILY SUPPORT ACT; BETTER SUPPORT STATE AND LOCAL ECONOMIC DEVELOPMENT PLANS; PROVIDE ADEQUATE FUNDS TO SUPPORT THE ADMINISTRATION OF FEDERALLY FUNDED PROGRAMS AT THE STATE LEVEL; AND DEVELOP IMPROVED MEASURES AND STANDARDS FOR EVALUATING THE EFFECTIVENESS OF PROGRAMS. SUCH MEASURES AND STANDARDS SHOULD EMPHASIZE PROGRAM COMPLETION RATES; STUDENT COMPETENCIES; JOB PLACEMENT, RETENTION AND POSSIBLE RE-PLACEMENT RATES; ACCEPTANCE RATES FOR THE MILITARY OR OTHER NATIONAL SERVICE PROGRAMS; AND THE NUMBER OF STUDENTS SEEKING POST-SECONDARY EDUCATION OR TRAINING. INNOVATION AND REPLICABILITY OF SUCCESSFUL PROGRAMS SHOULD BE STRESSED, AS WELL.

SPECIAL FUNDS ALSO SHOULD BE MADE AVAILABLE IN THE FEDERAL ACT TO IMPROVE SECONDARY-POSTSECONDARY LINKAGES FOR VOCATIONAL-TECHNICAL EDUCATION, AS WELL AS FOR INCREASED TECHNICAL ASSISTANCE FOR POLICY-MAKERS AND OPERATIONAL STAFF AT THE STATE AND LOCAL LEVELS.

FINALLY, STATE LEGISLATURES, WHO HAVE THE GREATEST RESPONSIBILITY FOR EDUCATION POLICY AND APPROPRIATIONS, SHOULD BE CALLED UPON TO COORDINATE OVERSIGHT OF STATE AND FEDERAL VOCATIONAL-TECHNICAL EDUCATION PROGRAMS AS PART OF THEIR REGULAR FUNCTIONS. STATE APPROPRIATIONS FOR EDUCATION ARE NOW THE LARGEST ITEM IN EVERY STATE'S BUDGET. THE LEGISLATURES ARE IN THE PRIME POSITION TO ASSURE THAT STATE AND FEDERAL PROGRAMS ARE COMPATIBLE AND COMPLEMENTARY AND GEARED TOWARD ADVANCING THE SOCIAL AND ECONOMIC WELL-BEING OF THE STATES AND THE NATION. THERE ARE NOT ENOUGH RESOURCES TO DO OTHERWISE.

THANK YOU, MR. CHAIRMAN. NCSL AND THE STATE LEGISLATURES OFFER THEIR CONTINUED SERVICE TO ASSIST YOU AND YOUR STAFF IN THE REAUTHORIZATION OF THIS IMPORTANT PROGRAM.

Senator KASSEBAUM. Dr. Benson?

STATEMENT OF DR. CHARLES BENSON, DIRECTOR, NATIONAL CENTER FOR RESEARCH IN VOCATIONAL EDUCATION, UNIVERSITY OF CALIFORNIA, BERKELEY, CA

Dr. BENSON. Senator Kassebaum, my name is Charles Benson. I thank you for this opportunity to testify.

The National Center for Research in Vocational Education was established under the Carl Perkins Vocational Education Act. The Center conducts applied research in the field of vocational education and disseminates research results to a constituency of policymakers and practitioners.

Let me say at the outset that the Center seeks to help institutions prepare workers for careers, not just first jobs. With the rapidly changing nature of individual jobs and the number of times the average U.S. worker is expected to change jobs over a lifetime, education for work must entail learning specific skills and learning how to apply and transfer skills to new settings, that is, learning how to learn.

In my written testimony, I take up some five topics: why is it appropriate to work toward an integration of academic and vocational education; the different forms that integration may take; possible problems in implementing the integration of academic and vocational education; a set of modest proposals to improve the implementation process; and research and service activities to support implementation by the National Center.

The case for integration stands, I think, on three inter-related grounds. One is economic, and Center research reinforces a familiar litany, familiar at this time. On the demand side, the proportion of jobs requiring analytically-minded workers, workers who can solve problems in the workplace and learn on the job, is rising. On the supply side, the proportion of entry-level workers who will be drawn from inner-city schools and low-income rural schools is rising. These institutions have not been successful in many cases in developing the capacities that the labor market demands.

Second, findings from the field of cognitive science—cognitive scientists report that for many people, a majority, it is thought, over a wide range of ability, learn abstractions better when presented in a practical context.

The third reason is social justice. Common observation suggests that a significant proportion of American high school students, largely uncounseled, graze over the field of less-demanding offerings, taking some courses from the general track, together with an odd assortment of very basic vocational study.

On the one hand, these assorts of courses lack focus and coherence; on the other hand, these diverse and undemanding programs yield a set of graduates and school-leavers who are intellectually illiterate. This is bad for the economy, but it is even worse for these cohorts of young people themselves. To be denied help, or to be distracted away from help, in fully developing one's mind is a cruel insult to a person's self-respect and fulfillment.

It may be an exaggeration or a pious hope to say that we can overcome this form of social injustice by integrating academic and vocational education, but in my strong opinion, it is the best shot we have. Better to take a direct approach, be it a leap of faith, than to try to fine-tune a part of an educational system that has broken down.

The other side of the coin is that the college-preparatory students in all too many cases have an immense gap in their own knowledge, in that they acquire no familiarity with technological processes, how things work. Such knowledge is an integral component of liberal education.

There are many approaches to integrating academic and vocational education, running from simply establishing academic prerequisites on to schools that are fully integrated and attached to an industry, very successful schools in inner-cities. I would be glad to comment on these, if you wish, later. But it would be important to know which kinds of integration work for which kinds of students. Some forms may be harmful to certain students and certain great opportunities missed for other groups of students.

Difficulties in integrating academic and vocational education. Among the most serious barriers to be overcome are such as the following: a lack of well-established models of integration. As the variety of approaches to integration demonstrates, there is a paucity of information on what meaningful integration of vocational and academic education represents. Some teachers may feel they are doing it already, when they are not. Some administrators may feel that the fact that vocational students take courses in the general track provides sufficient integration. The concept of integration is distressingly easy to trivialize.

Information in hands of teachers and administrators about successful examples of integration would help. There is also a lack of resources for staff development. One needs consistent support at the State level for integration. There is a lack of appropriate instruments of assessment and an incomplete grounding yet in cognitive science. Most of the research that has been done has been done outside of the secondary school setting.

I have a series of recommendations, the first of which is to establish pilot sites for the integration of academic learning where one may see what is represented. The pilot sites would have important dissemination responsibilities; at least one should be in an inner-city area. And there would be a conduct of applied research, in-service training, superior teaching and dissemination; also, State development of curriculum material, funding for release time, funding for new programs in those State teacher colleges that prepare teachers for these new kinds of schools, and the establishment of data systems.

Given the present constraints on the Federal budget, I would further recommend that part of the investigations of instruments part of the research be conducted in the OERI centers, that they be given a specific responsibility to assist in the accomplishment of integration of academic and vocational—I am sorry, I have run over on my time.

Senator **Kassebaum**. Thank you, Dr. Benson.

[Prepared statement of Dr. Benson (with attachments) follows:]

Oral Testimony of
Charles Benson

Professor, School of Education
The University of California, Berkeley

Director, The National Center for Research in Vocational Education

before the Senate Subcommittee on Education, Arts, and Humanities
July 27, 1989

ON INTEGRATING ACADEMIC AND VOCATIONAL EDUCATION

Mr. Chairman, I thank you and the members of the Committee for the opportunity to give this testimony on the re-authorization of the Carl D. Perkins Vocational Education Act. I have a written statement, and I request that it be entered in the Record. Dr. Mary Cross, Director of NCRVE's Washington Liaison Office and a research psychologist, is with me and will be happy to join me in responding to questions.

The National Center for Research in Vocational Education (NCRVE) is established under the Carl D. Perkins Act. The Center conducts applied research in the field of vocational education and disseminates research results to a constituency of policy makers and practitioners. The Center draws upon the specialized and complementary research and dissemination skills in the faculty and staff in the University of California at Berkeley and in its sub-contractors, namely, the University of Illinois, the University of Minnesota, Teachers College at Columbia University, Virginia Tech, and the RAND Corporation. Let me say at the outset that the Center seeks to help institutions prepare workers for careers, not just first jobs. With the rapidly changing nature of individual jobs and the number of times the average U. S. worker is expected to change jobs over a lifetime, education for work must entail learning specific skills and learning how to apply and transfer skills to new settings, that is, learning how to learn.

In this testimony on S. 1109, the re-authorization of the Carl D. Perkins Vocational Education Act, I plan to take up these topics: 1) why it is appropriate to work toward an integration of academic and vocational education; 2) the different forms that integration may take; 3) possible problems of implementing the integration of academic and vocational education; 4) a set of modest proposals to improve the implementation process; and 5) research and service activities to support implementation by the National Center for Research in Vocational Education.

1. The Case for Integrating Academic and Vocational Education

The case for integration stands on three main—and somewhat interrelated—arguments: economic necessity; findings from the field of cognitive science; and social justice with respect to the distribution of academic and vocational learnings. In addition, the limited evidence we have about existing efforts to integrate academic and vocational education indicates that the benefits can be potentially pervasive, and powerful enough to shape the most fundamental ways in which schools operate.

Economic Necessity

Observations about changes taking place on both the demand and supply sides of U. S. labor markets can be put in briefest summary in this fashion: 1) the proportion of jobs requiring a thinking, learning, analytical worker is rising and is expected to continue to rise, whereas the proportion of jobs based on repetitive acts, easily learned by imitation, is falling; 2) the main source of male entry level workers is recruitment from a pool of urban secondary school graduates and drop-outs, with respect to whom the urban secondary school experience typically fails to inculcate the requisite skills necessary to reason and to learn effectively on the job. In secondary schools that serve low-income youth, it is time to try something different. Whereas the school reform movement that was based on The Nation at Risk may have strengthened college preparatory programs in suburban high schools, it has not solved the problems of inner city schools and low-income rural schools.

Findings from the Field of Cognitive Science.

Recent work by cognitive scientists suggest that for large numbers of people, possibly a majority of the student population, "theoretical ideas"—meaning reasoning power, skills in problem solving, skills in knowing how to learn in the workplace, the ability to plan, to anticipate and avoid difficulties in productive processes—are taught most effectively when they are taught in a practical context. This finding is expected to apply to students over a wide range of ability. The assertion of the value of presenting academic material in a real-life setting has an intuitive appeal, especially when we consider the culture of a secondary school serving students from low-income families.

Cognitive scientists have studied processes by means of which people acquire both academic and job-specific skills. These research projects include observations on how novice workers become expert workers, such as Air Force personnel dealing with complex, specialized aerospace systems, reactor operators, construction, Navy electronics, avionics, photocopier repair technicians, inventory control technicians, and quartermasters. In general, "learning by doing" is an effective instructional strategy over a wider span of the measured ability spectrum than is traditional academic instruction, based on lecture and text. Also, teaching theory in a practical context appears to offer much transferability from the study of instructional modules to the solving of problems in the workplace.

Research on how novices become expert workers is particularly relevant to students in many settings. Information that most students across different ability levels seem to profit from situated learning suggests that it could be applicable not just to low-income students nor just to students in vocational education, but to students across the existing educational tracks. As the educational reform movement pushes ahead across the nation, findings from these kinds of studies should be examined for principles that can inform pedagogy in general.

Social Justice

Common observation suggests that a significant proportion of American high school students, largely uncounseled, graze over the field of the less-demanding offerings, taking some courses from the general track, together with an odd assortment of very basic vocational study. On the one hand, these assortments of courses lack focus and coherence; on the other hand; these diverse and undemanding programs yield a set of graduates and school leavers who are intellectually illiterate. This is bad for the economy, but it is even worse for these cohorts of young people themselves. To be denied help—or to be distracted away from help—in fully developing one's mind is a cruel insult to a person's self-respect and fulfillment. It may be an exaggeration or a pious hope to say that we can overcome this form of social injustice by integrating academic and vocational education, but in my strong opinion, it's the best shot we have. Better to take the direct approach, be it a leap of faith, than to try to fine-tune an educational system that has broken down.

The other side of the coin is that the college-preparatory students, in all too many cases, have an immense gap in their own knowledge, in that they acquire no familiarity with technological processes—"how things work." Such knowledge is an integral component of liberal education.

2. The Many Approaches to Integrating Vocational and Academic Education

The research that the National Center for Research in Vocational Education is now conducting into current efforts to integrate academic and vocational education suggest how complex this idea is. Rather than a single approach to the curriculum, there are many different forms which such integration can take.

Stage 1. Requiring more academic coursework of vocational students, or establishing academic prerequisites before taking vocational sequences.

Stage 2. Including or reinforcing academic skills in existing vocational courses.

Stage 3. Using the "applied academic" curricula developed by the Center for Occupational Research and Development (CORD) and the Alliance for Instructional Technology (AIT).

Stage 4. Using new curricula designed locally. These again take many forms.

Stage 5. Integrating the entire high school. In some of our largest cities, one finds "specialized, career-oriented high schools" (not necessarily the same thing as magnet schools) that appear to have a number of excellent features. The specialization may be by industry (agriculture, aircraft, finance, health professions, apparel design, computer-controlled manufacturing technology, the hospitality industry, business services, various engineering specialities, such as materials science, or computer science and electrical, communications) or by subject (mathematics and different scientific disciplines). Most of the students in these schools take a full college-preparatory program and they also acquire high grade job skills at the same time. This combination requires longer-than-average school days, and, for many students, summer study as well. Students who are graduated from these schools have options: four-year college, community college, technical institute, a job with good career prospects, or the combination of post-secondary education and work.

In a study prepared for NCRVE by Vernay Mitchell, Ellen Russell, and Charles Benson, entitled "Exemplary Urban Career-Oriented High Schools," the authors examined the practices in a set of "industry-aligned" schools in New York, Chicago, and Los Angeles, including such stellar institutions as the Chicago High School for Agricultural Science, The High School of Fashion Industries, New York, and the Manhattan Center High

School for Science and Mathematics. Some persons might regard such schools as too expensive to replicate, but the financial analysis in the report indicates that operating costs per student are only four to five per cent above district averages for high schools.

3. Some Barriers to Integrating Academic and Vocational Education

A key question is whether vocational and academic education be integrated successfully. Based on the experiences of the schools that have tried to do so, there are many difficulties to be faced in the process of implementing this reform. *Such integration will not be easy, and it will not be achieved simply by federal mandate.*

Among the most serious barriers to be overcome are the following:

- Lack of well-established models of integration. As the variety of approaches described above clarifies, there is a paucity of information on what meaningful integration of vocational and academic education means. Some teachers may feel they are doing it already when they are not; some administrators may feel that the fact that vocational students take courses in the general track provides sufficient integration. The concept of integration is distressingly easy to trivialize. Information in the hands of administrators and teachers about successful examples of integration would help reduce this possibility. Many successful examples are in early stages of development, and even the older programs are not as thoroughly developed as one might wish. In any case, there is no dissemination network on integrating vocational and academic studies, and hardly any constituency.

- New Demands on Teacher Time. In almost any form, integration requires time for teachers to develop new curricula and to adapt available curricula. In addition, the most promising approaches to integration seem to be those in which vocational and academic teachers work together to develop curricula, plan courses, and jointly prepare materials for instruction.

- Lack of resources for staff development. The schools which have tried integration have found both academic and vocational teachers in need of retraining: some vocational teachers need to master academic material they may never have learned, and academic teachers need to learn about vocational material and about the world of occupations which they may never have entered.

- The need for consistent support of efforts at integration.

  Schools which have developed new approaches to vocational education have sometimes come into conflict with state policy and state agencies. Reforms therefore require either the support of state agencies, or local creativity in getting around state requirements.

- The Absence of Appropriate Instruments of Assessment. As I commented earlier, integration can take a number of different forms. Some of these forms may be highly effective with some students, but these same types of integration may not be useful for students with other characteristics. One cannot necessarily expect that "one size will fit all." It would be extremely useful to be able to assess accurately the results of using different kinds of curricula with different types of students. But we need more than findings from standardized test instruments now available.

- An Incomplete Grounding in Cognitive Science. The research in cognitive science that bears upon the integration of vocational and academic studies is not generally based on investigations of teaching practices and learning styles in secondary schools. Most of the research deals with training in the military, work skills acquisition by illiterate apprentices in the Third World, and out-of -school skills training in the U. S. There is not yet a body of research that examines alternative forms of integration in the secondary school setting and assesses the effects of integration on diverse groups of secondary students.

4. Some Modest Proposals for Strengthening Integration

Given the barriers to integrating vocational and academic education that I have identified, there are some federal policies—aside from simply requiring that federal funds be spent in integrated settings—which would help promote this important reform. The comments I make in this section are given by me as Professor in the Graduate School of Education, University of California at Berkeley. They do not represent a policy statement of NCRVE.

I would recommend that the Congress allow the states to withhold specified proportions of funds available under the Carl D. Perkins Vocational Education Act, for the purpose of facilitating integration. This approach has the distinct advantage of involving the states in the process of reforming vocational education, since without state cooperation, this innovation is likely to collapse. The funds delegated to states would be available only for certain clearly-defined activities and expenditures, including the following:

- Funds to establish pilot sites for the integration of vocational and academic learnings. In small states, one pilot site might be enough. In large states there should be more, but each state should have at least one pilot site that serves a concentration of low income students. Industrial states should have at least one pilot site in an inner city area. The pilot sites should be funded at a level to attract excellent teachers who are committed to the integration of academic and vocational education, and they should have an adequate supply of instructional equipment.

  In addition to teaching, the professionals employed in the pilot sites should have the following responsibilities: the design of integrated curricula and courses; applied research on processes of integration and of the effects of integration on students of diverse characteristics; in-service training for teachers and administrators; and dissemination activities, including the establishment of state-wide dissemination networks on integration.

In some of our major cities, schools exist that could quickly be transformed into pilot sites; hence, I do not mean to suggest that each pilot site would need to be built completely anew. On the other hand, even the "wholly integrated" secondary schools I referred to above do very little today in applied research about integration, in providing in-service training for visiting teachers and administrators, or in dissemination. We now lack well-known places where teachers and administrators can go and see first-hand what happens when the curriculum is integrated, what is required to provide an integrated curriculum, how different forms of integration are most helpful for certain groups of students and other forms not, and what the effects of integrating the curriculum appear to be.

- The development at the state level of curriculum materials which would facilitate integration. Again, such efforts should be accompanied by careful evaluation and dissemination.

- Funding for release time so that teachers can work together and develop or modify curriculum materials, and funding for staff development, oriented to breaking down the barriers between academic and vocational teachers and to preparing all teachers to teach in integrated settings.

- Funding to develop new programs in those state teachers colleges which prepare large numbers of teachers and administrators. These programs would assure that both academic and vocational teachers graduate with enough knowledge in various subjects to participate successfully in integration efforts, and they could also serve as centers for staff development and evaluation integration efforts.

- The establishment of data systems that could be used to monitor integration efforts and assist in developing performance measures that would be appropriate to the new curricula. New data systems, particularly in conjunction with incentive funds, would enhance the incentives for local districts to develop and implement new curricula. In such an effort, standardized achievement tests need to be supplemented by other outcome measures, such as the coherence and intensity of the high school program each student takes, as well as tests that measure such things as the transferability of school learning to learning in the workplace. A certain degree of revolutionary change in testing procedures is needed. The design of these new data systems and tests could stretch out over many years, or, on the other hand, the Federal government could initiate a crash program in test design to get useful instruments more quickly. But either approach requires specifically-designated funds.

Given the present constraints on the federal budget, providing additional funds for these important efforts will not likely be easy. However, I believe that adequate funding must be provided to embark upon meaningful change, sufficiently institutionalized to endure. I would note that currently, within the Department of Education, Office of Educational Research and Improvement (OERI), planning efforts are being undertaken to determine the nature and scope of work for several regional education laboratories and national centers. Historically, OERI funded laboratories have worked closely with state and local agencies to assist in applied research, technical assistance for program improvement and implementation. OERI centers have undertaken the study of educational problems and issues of national proportions, such as improving measurement. I belive that it would be profitable for the Congress to look at the possibilities for these institutions to join with states and organizations such as NCRVE and NOICC to provide assistance to vocational education programs.

Involving these institutions can substantially increase the assistance available to local programs and states in a cost efficient manner and can, in addition, have the following effects:

1) Encourage those who are involved on R and D related to academic reform to consider the need for vocational education/academic education integration. These institutions, which work primarily on the issues of academic education, need to be players in the movement for integration of vocational education/academic education: they are and they represent key stakeholders in this effort.

2) By involving these institutions, additional leadership can be brought to bear to bring vocational education into the mainstream educational reform movement. They can help bring knowledge gained in previous waves of the reform movement to bear in vocational education. Similarly, these institutions can be encouraged to take maximal advantage of important information that vocational educators and researchers are uncovering—for example, findings from research on the importance of learning in context. Relevant information and principles derived from this kind of work can then be incorporated in mainstream educational reform efforts. This could be an important new step in the coordination of R and D efforts in education reform nationwide.

3) This approach can capitalize on a unique federal role in impacting educational practice—that of assisting practice by sponsoring the creation and dissemination of relevant R and D.

5. Assistance Available from NCRVE for Implementation of Integration.

The National Center for Research in Vocational Education is now conducting several different kinds of research on the processes of integrating academic and vocational education. We also have a set of electronic information networks that reach a large number of vocational education practitioners. These networks could be expanded to include academic practitioners who are interested in integration. We are now preparing a national teleconference on this subject, to be aired to State Directors of Vocational Education and other interested persons in November. We are well-situated to hold national and regional conferences. We are assisting the Southern Regional Education Board to design evaluations of the results of integration in 34 sites in 14 states that are serving 3,100 students. NCRVE, in its research and service programs, is prepared to continue to give high priority to the noble goal of integrating vocational and academic education and to facilitate the adoption of effective programs of integration.

Testimony of
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before the Senate Subcommittee on Education, Arts, and Humanities
July 27, 1989

ON INTEGRATING ACADEMIC AND VOCATIONAL EDUCATION

Mr. Chairman, I thank you and the members of the Committee for the opportunity to give this testimony on the re-authorization of the Carl D. Perkins Vocational Education Act. I have a written statement, and I request that it be entered in the Record.

The National Center for Research in Vocational Education (NCRVE) is established under the Carl D. Perkins Act. The Center conducts applied research in the field of vocational education and disseminates research results to a constituency of policy makers and practitioners. The Center draws upon the specialized and complementary research and dissemination skills in the faculty and staff in the University of California at Berkeley and in its sub-contractors, namely, the University of Illinois, the University of Minnesota, Teachers College at Columbia University, Virginia Tech, and the RAND Corporation. Let me say at the outset that the Center seeks to help institutions prepare workers for careers, not just first jobs. With the rapidly changing nature of individual jobs and the number of times the average U. S. worker is expected to change jobs over a lifetime, education for work must entail learning specific skills and learning how to apply and transfer skills to new settings, that is, learning how to learn.

From its inception, the National Center for Research in Vocational Education, University of California at Berkeley has sought to provide useful research and service to help achieve an integration of academic and vocational education. We believe this kind of integration is crucial for the development of career-minded workers and for establishing, in the United States, a labor force second to none in mental dexterity, as applied to solving problems and making analytical judgments in the workplace. In its application for initial funding, dated November, 1987, the Center stated the following:

> The call to integrate vocational and academic education, and to shift to more general conceptions of vocational education, is an old one, dating back at least to the manual training movement of the 1880s and reappearing in virtually every examination of vocational education since then. However, there have never been serious attempts to understand what integrating vocational and academic might mean. One task of the National Center should be to investigate methods of such integration, identifying clearly the ways in which such integration can be stimulated, developed, and incorporated into common practice.
>
> Successful models of integration need not be cut from whole cloth. There are existing examples: many technical institutes and regional vocational schools with an overtly vocational focus that directly incorporate academic coursework; the efforts to expose all students in conventional academic programs to forms of vocational education; the efforts to develop occupational clusters, with a common core of academic learning; the development of core curricula in some two-year colleges, common to vocational as well as academic students; the currently-popular 2 + 2 programs, which combine general education in the last two years of high school with more occupationally specific coursework in a community college; and 'vocational academies' that organize the academic high school curriculum around a vocational theme. How these work and why they are effective deserve close scrutiny.
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> We want to make clear that, in calling for more integration between the academic and vocational curricula, we are not suggesting that the traditional divisions of the vocational education curriculum—like agriculture, business, health, and marketing—should disappear, or that the Center should ignore research and improvement efforts specific to these fields. On the contrary, some of the most promising opportunities for integrating academic and job-specific skills lie in developing more robust curricula for these major fields. Approaching integration in this fashion will have the additional side benefit of linking the Center's research efforts directly to

practitioners, as the vast majority of vocational education occurs in specialized programs taught by teachers specializing in a particular field.

In this testimony on S. 1109, the re-authorization of the Carl D. Perkins Vocational Education Act, I plan to take up these topics: 1) why it is appropriate to work toward an integration of academic and vocational education; 2) the different forms that integration may take; 3) possible problems of implementing the integration of academic and vocational education; 4) a set of modest proposals to improve the implementation process; and 5) research and service activities to support implementation by the National Center for Research in Vocational Education.

1. The Case for Integrating Academic and Vocational Education

The case for integration stands on three main—and somewhat interrelated—arguments: economic necessity; findings from the field of cognitive science; and social justice with respect to the distribution of academic and vocational learnings. In addition, the limited evidence we have about existing efforts to integrate academic and vocational education indicates that the benefits can be potentially pervasive, and powerful enough to shape the most fundamental ways in which schools operate.

Economic Necessity

The economic necessity for integrating academic and vocational education derives from changes in both the demand side and the supply side of the U. S. labor market. On the demand side, we see an increase in international trade; changes in the relative standing of U. S. firms relative to their trading partners overseas; a rise in the role of services in all sectors of the economy; the rapid spread of computers and sophisticated communications equipment in the workplace; changes in the nature of markets and consumer demand, with increased emphasis in the consumer's search for quality, variety, and rapid change in the character of products; and a general increase in the level of change and uncertainty in workplace tasks and how work is organized.

In a paper entitled "Changes in the Nature and Structure of Work: Implications for Skills and Skill Formation," prepared for NCRVE by Thomas Bailey, Department of Conservation of Human Resources, Columbia University, and based on in-depth case studies of the apparel, textile, banking, and business services industries, these changes that are taking place on the demand side of the U. S. labor market—and especially the spread of "compact production systems"*—are shown to have the following implications for educational institutions and the development of the labor force:

> The changes in the economy do appear to have resulted in occupational upgrading. In all of these (four) industries, modern technology and organizational change have had a strong impact on reducing the number of the very lowest level jobs and in many cases, middle level jobs become more demanding. And the analysis of the national occupational data show that over the last 15 years, occupations employing higher-educated workers have grown faster than those dominated by workers with 12 years of schooling or less. Projections of occupational trends through 2000 suggest that these trends will continue. Moreover, the case studies suggest that analysis of the changing occupational structure underestimate the increases in skill demands since skills changes within occupations are probably at least as important as occupational shifts.
>
> Compact production systems place increased intellectual and skill demands on lower and middle level workers. There is absolutely no question that there are many fewer opportunities for workers without basic literacy and numeracy skills. To some extent there is a greater demand for technical skills such as those needed by mechanics in the textile industry, but many of the technical skills are less easily defined. Thus employees must have a greater ability to work in a more uncertain and non-routine environment and to interact with a wider variety of individuals, including, in many cases, customers, and others in the firm. In some cases they must also have a better sense of the overall production process in which they are involved, of the products and services that their firms produce, and of the markets that they serve.
>
> Higher level personnel need greater specific skills, but they too must learn how to manage and operate in a more uncertain and

> interactive environment in which traditional hierarchical styles are less effective.
>
> There does appear to be a movement toward larger numbers of ports of entry calibrated by levels of educational attainment although plans to move in this direction can be thwarted by labor supply conditions. But this does not mean that firm-based training has become less important. Indeed, the changes in the economy create an increased need for firm-based education, but at the same time under some circumstances make it more difficult. The result is a greater need for interaction and institutional linkages between the educational system and employers. Thus it is misleading to think of the school and college and the workplace as separate or alternative educational systems. It is not that education is shifting from one to the other, but rather that the two systems are becoming increasingly integrated. In effect, just as the development of compact production systems has increased the interaction and interdependence among workers, among departments within firms, and among firms in the supply chain, so has it broken down the traditional separations between school and workplace and indeed between work, innovation, and learning.

Even in such a traditional vocational subject as welding, there is concern that helping students become highly proficient in manual shielded metal arc welding is insufficient for their career needs. For a good career in welding, students are likely to need computer literacy, metallurgy, blueprint reading, heat control, distortion control, as well as knowledge of new and emerging welding techniques, such as robotic welding, laser beam welding, plasma arc welding, arc brazing, dip brazing, resistance brazing, laser beam cutting, carbon arc cutting, etc. These new knowledge areas and new kinds of skills appear to require enhanced academic background and an increase in process comprehension. (J. C. Papritan, "Trends in Welding Training in Vocational Education: The Curriculum, Parts I and II," Welding Journal, April-May, 1985.)

As for changes taking place on the supply side of U. S. labor markets, the following observations are pertinent: (as reported in a study, "The New Limits to Growth: Economic Transformation and Occupational Education," prepared for NCRVE by Roger Vaughn—forthcoming). In 1975, two million Americans entered the workforce. In 1988, hardly more than 700,000 persons entered the workforce for the first time. In 1970, the workforce was growing at about 2.5 per cent a year. Approximately half of the new entrants were white males, and about two thirds of the new workers had completed high school or had some post-secondary education as well.

Presently, the workforce is growing by less than one per cent a year. It is projected that during the next decade, only 15 per cent of new entrants will be white males. White women will make up 42 per cent of the new worker pool; non-white Americans will represent 20 per cent; and immigrants will constitute nearly a quarter. Before World War I, immigrants were a major source of the highest work skills to be found in American industry, but today many immigrants are deficient in their training for work in the modern establishment.

Educational levels of new entrants have fallen. The Hudson Institute estimates that 75 per cent of those entering the workforce between 1985 and 2000 will be qualified only for what the U. S. Department of Labor calls Level 1 and Level 2 jobs, those requiring very limited verbal and numeracy skills—those which will continue to be the least needed in work settings. They will compete for some 40 per cent of new jobs, leaving many unemployed—and only 25 per cent of new entrants will be academically and vocationally qualified for three quarters of new jobs. The three-fold combination of youth unemployment, skills shortage, and job export is a dismal one. As Secretary of Labor Dole said to a meeting of the National Association of State Councils on Vocational Education on June 14, 1989:

> There is no doubting the enormity of the challenge. While unemployment in America has been close to its lowest point in 15 years—5.2 per cent—youth unemployment is 14.4 per cent and minority youth unemployment is a staggering 30.8 per cent....Many young people suffer not only from a skills gap—but from a motivation gap as well. This gap is rooted in an earlier time when jobs for youth were less plentiful. As a result, many people lowered their expectations of themselves and of the marketplace. It is crucial that we give these youth the opportunity and incentive—the self respect and independence—that an education and a job can provide.

These observations about changes taking place on both the demand and supply sides of U. S. labor markets can be put in briefest summary in this fashion: 1) the proportion of jobs requiring a thinking, learning, analytical worker is rising and is expected to continue to rise, whereas the proportion of jobs based on repetitive acts, easily learned by imitation, is falling; 2) the main source of male entry level workers is recruitment from a pool of urban secondary school graduates and drop-outs, with respect to whom the urban secondary school experience typically fails to inculcate the requisite skills necessary to reason and to learn effectively on the job. In secondary schools that serve low-income youth, it is time to try something different. Whereas the school reform movement that was based on The Nation at Risk may have strengthened college preparatory programs in suburban high schools, it has not solved the problems of inner city schools and low-income rural schools.

Findings from the Field of Cognitive Science.

Recent work by cognitive scientists suggest that for large numbers of people, possibly a majority of the student population, "theoretical ideas"—meaning reasoning power, skills in problem solving, skills in knowing how to learn in the workplace, the ability to plan, to anticipate and avoid difficulties in productive processes—are taught most effectively when they are taught in a practical context. This finding is expected to apply to students over a wide range of ability. The assertion of the value of presenting academic material in a real-life setting has an intuitive appeal, especially when we consider the culture of a secondary school serving students from low-income families.

We now have in this country an extraordinarily diverse secondary school population. We can also understand that young people in inner cities and in pockets of rural poverty have sufficient distractions, on the one hand, and sufficiently depressing situations to confront, on the other, that only the strongest teacher can maintain the interest and commitment of his or her students, armed only with blackboard, chalk, lecture, and textbook. The material for learning is too unfamiliar in its meaning and too remote from the life one sees as a student to carry meaning. In our human condition, we do not find enough of those super-teachers, provided only with blackboard, chalk, lecture, and text, to make the typical low-income school a successful operation. But ghetto life does not kill intellectual curiosity nor does it stifle the desire to learn.

What may work is putting learning into a setting in which one can see objects of known importance and manipulate them. The mathematics of electricity, as well as the principle of cause and effect, can be taught with such a simple device as an electric fan. Can one use or derive mathematics to predict the effects of putting larger blades on a fan? How much more cooling air is generated? But does the extra heat generated in the motor itself cause the bushings to wear out much more quickly? Can one make measurements to confirm or refute the results from mathematical formulas used to analyze what happens when one changes the physical features of the fan's operation? From this point, the instructor, with suitable visual and manipulable materials at hand, could explain the operation of jet aircraft engines, and the students and instructor together could determine how and why mathematics would be used in the design and service of devices from fans and air conditioning units to jet engines.

Cognitive scientists have studied processes by means of which people acquire both academic and job-specific skills. These research projects include observations on how novice workers become expert workers, such as Air Force personnel dealing with complex, specialized aerospace systems, reactor operators, construction, Navy electronics, avionics, photocopier repair technicians, inventory control technicians, and quartermasters. In general, "learning by doing" is an effective instructional strategy over a wider span of the measured ability spectrum than is traditional academic instruction, based on lecture and text. Also, teaching theory in a practical context appears to offer much transferability from the study of instructional modules to the solving of problems in the work place.

Studies in cognitive science on practice-based learning are treated in a forthcoming paper prepared for NCRVE by Dr. Senta Raizen of the National Center for Improving Science Education, entitled "Reforming Education for Work: A Cognitive Science Perspective." With respect to the significance of using the environment as an active component of problem solving, Dr. Raizen states the following:

> This view starts with the novice as one who has no specific knowledge of the particular work setting and who comes to the situation with everyday knowledge and general school learning. Novices become more expert as they become familiar with the setting (that is, specific social, symbolic, technical, and material resources) and actively use it to complete assigned tasks with greater and greater success. Later steps in expertise are to invent more efficient problem solutions and sharing with others one's problem-solving expertise. Although this construction of expertise is based on current research, its key tenets map well onto the rationale for vocational education—learning through practical experience rather than through memorization of didactic knowledge.
>
> To understand more fully the implications of considering the environment as part of any problem-system facing an individual expert or novice, it is useful to distinguish among several components of such a system: other actors occupying various roles, the physical setting, explicit physical or conceptual tools, and symbolic content."

Dr. Raizen's argument leads to the following definition of "effective apprenticeships:"

> All the research summarized so far points to a cardinal principle: Training programs, whether in or out of school—need to focus upon providing opportunities for apprentice workers to experience as closely as possible real-life working situations in which they can gain both theoretical and practical knowledge in their chosen trade or profession. Realistically, simulation programs are often required to replace real systems in order to provide this experience in situations where risks cannot be taken with actual equipment (e. g., nuclear power plants, aircraft pilot training).
>
> Within the real-life setting, apprentices need opportunities to address ill-defined problems, construct meaningful problem-solution relationships, and create multiple solutions that rely on nuanced judgments. It is important to emphasize that apprenticeship must be more than just hands-on experience: Apprentices need opportunities to collaborate with highly skilled workers and teachers who can provide guidance and explanation as the situation warrants. Skilled co-workers can provide specific information, common sense understanding, and practical advice. More formal teaching occasions can facilitate learning or provide complex technological training through direct instruction which is grounded

> in the specific problem-solving situation faced by the apprentice, as Thomas Sticht suggests.
>
> As the problem-solving skills of apprentices become more complex, there should be opportunities for skilled workers or teachers to collaborate with them on advancing everyone's job-related knowledge, expert and novice alike. Personal and shared practice can be "invented." Apprentices can be encouraged to use their creativity and ingenuity to think (theorize) about the nature of the problems they face in their jobs and the application of their knowledge to future problem-solving situations."

Finally, problem-solving in skill-differentiated groups is important. Even though the job knowledge of apprentices may be relatively limited, apprentices should participate in group activity to understand better solutions that are the product of the group as a whole. Apprentices who work in production teams get a chance to understand the requirements of higher level jobs and even have an opportunity to try out in some of them. If the work of the group is adversely affected by apprentice errors, the more experienced members may be able to confront the apprentices, draw them out, and correct inappropriate responses and ineffective strategies swiftly. Apprentices working in production teams may be helped to acquire the social skills of cooperation, in contrast to the individualistic, competitive skills fostered in traditional academic classrooms.

In summary, it seems that the research on how novices become expert workers is particularly relevant to students in many settings. Information that most students across different ability levels seem to profit from situated learning suggests that it could be applicable not just to low-income students nor just to students in vocational education, but to students across the existing educational tracks. As the educational reform movement pushes ahead across the nation, findings from these kinds of studies should be examined for principles that can inform pedagogy in general.

Social Justice

In the American comprehensive secondary school, one frequently finds that students are "tracked" into college-preparatory programs, general programs, and vocational programs. College preparatory courses ordinarily exclude students who lack a reasonably high level of academic attainment. Vocational courses that prepare for the higher technological occupations generally have academic prerequisites, and are often the most exciting courses in the high school curriculum. However, most general track courses and lower-level vocational courses are open to all. Courses open to all students—general track courses and conventional vocational courses—sometimes lack any discernable amount of content or intellectual rigor. Counselors frequently devote most of their time and energy to assisting college-prep students plan sequences of courses to meet admissions standards in colleges of choice.

Common observation suggests that a significant proportion of American high school students, largely uncounseled, graze over the field of the less-demanding offerings, taking some courses from the general track, together with an odd assortment of very basic vocational study. On the one hand, these assortments of courses lack focus and coherence; on the other hand; these diverse and undemanding programs yield a set of graduates and school leavers who are intellectually illiterate. This is bad for the economy, but it is even worse for these cohorts of young people themselves. To be denied help—or to be distracted away from help—in fully developing one's mind is a cruel insult to a person's self-respect and fulfillment. It may be an exaggeration or a pious hope to say that we can overcome this form of social injustice by integrating academic and vocational education, but in my strong opinion, it's the best shot we have. Better to take the direct approach, be it a leap of faith, than to try to fine-tune an educational system that has broken down.

The other side of the coin is that the college-preparatory students, in all too many cases, have an immense gap in their own knowledge, in that they acquire no familiarity with technological processes—"how things work." Such knowledge is an integral component of liberal education.

The Evidence from Existing Efforts

So far, integrating academic and vocational has been more of a dream or a slogan than a reality; very few schools have taken any steps in this direction. However, there are a number of exciting ventures in this area: several states, notably Ohio and South Carolina, have developed initiatives; other states, including California, have funded a number of pilot efforts; the Southern Regional Education Board, under the leadership of Dr. Gene Bottoms, has formed a consortium of 32 school districts which are reforming their vocational programs in many ways; and other individual schools in all corners of the country have initiated their own reforms. The National Center is in the process of evaluating a number of these efforts, in order to learn more about what can be accomplished. Although it is difficult to know exactly what has happened in all these schools, several results have emerged in those places which have had their reforms in place for several years:

- The basic skills and academic content included in vocational courses increases, as vocational teachers make more explicit the academic foundations of various occupations and as academic teachers find more vocational examples appropriate for integrated classes.

- The rigor of vocational courses is increased with the greater use of academic material and of "applied academic" courses.

- The teaching of academic subjects often improves as academic teachers learn to use more applications and more problem-oriented approaches in their teaching.

- The content of the curriculum is upgraded as "general" courses—often watered-down academic courses—are replaced with more rigorous "applied academic" courses.

- The coherence of the high school curriculum is improved as vocational teachers, academic teachers, and counselors work together to define coherent sequences of courses and four-year programs of study that contain appropriate amounts of both academic and vocational subjects.

- The patterns of segregation of vocational and academic teachers, and the suspicion of each other's teaching, have been broken down as teachers work with each other on new curricula, and gain a better understanding of the strengths of each other's approaches.

- In a few cases the segregation of academic and vocational students has been reduced, by developing courses and even entire programs in which the divisions between "academic" and "vocational" subjects are eliminated.

- Teachers—both vocational and academic—begin to share a sense of excitement about teaching, particularly as they find out how many ways they can improve their teaching through collaboration; and students become more excited about learning as they see more clearly the applications and the future importance of school-based learning.

To be sure, not all of these benefits have materialized in every school that has tried new approaches to vocational education: the changes are too new and too uneven, and the barriers to integration (which I describe below) are too profound. But they have materialized in many schools, and they indicate that the benefits of integrating academic and vocational education can be substantial.

2. The Many Approaches to Integrating Vocational and Academic Education

The research that the National Center for Research in Vocational Education is now conducting into current efforts to integrate academic and vocational education suggest how complex this idea is. Rather than a single approach to the curriculum, there are many different forms which such integration can take. (This part of this statement is based on work underway for NCRVE by Norton Grubb at Berkeley and Jane Plihal at the University of Minnesota.) We can consider the different examples as a continuum in five stages, starting from the simplest.

Stage 1. Requiring more academic coursework of vocational students, or establishing academic prerequisites before taking vocational sequences. This is not true integration but it does respond to complaints about academic skill deficiencies of vocational students.

Stage 2. Including or reinforcing academic skills in existing vocational courses. This can be done either by including basic skills modules, taught either by vocational or academic teachers, or by including modules on problem solving, critical thinking skills, and other higher-order abilities.

Stage 3. Using the "applied academic" curricula developed by the Center for Occupational Research and Development (CORD) and the Alliance for Instructional Technology (AIT), including Principles of Technology, Applied Communications, Applied Mathematics, and Applied Biology/Chemistry (now in development). There are a few other curricula available to teachers "off the shelf", like the Vocational Applied Mathematics sequence developed by the state of Georgia, but there are not many. In turn, these curricula can be used in several different ways:

A. By academic teachers to teach lower tracks of vocational students;

B. By vocational teachers with vocational students;

C. By vocational and academic teachers together, with vocational students;

D. By vocational and academic teachers together, with both academic and vocational students;

E. By local teachers with substantial modifications of "applied academics" courses to local conditions.

Stage 4. Using new curricula designed locally. These again take many forms.

A. Parallel teaching, or curriculum alignment, or correlation, or identifying curriculum overlap: academic and vocational teachers sequence courses and choose subjects so that they are teaching about the same issues simultaneously. Course titles may remain the same. An example would be an English teacher and an agriculture teacher writing and reading about contemporary agricultural problems. The teachers can correlate their work either through (a) a chronological or historical approach; (b) a thematic approach; or (c) a problems approach.

B. Joint teaching or "fusion:" academic and vocational teachers jointly develop and teach new courses that merge related subjects into a new subject. These courses may be independent of the rest of the curricula. One example of such fusion is earth science, emerging from a combination of physical science and geography. A possible example of a new attempt would be to meld elements of home economics with sociology and social studies to create a new subject called "family social science."

At the most general level, some degree of synthesis could be developed for two or more branches of knowledge. Ecology is an example of a broad field that emerged from biology, physical and social sciences, and agriculture.

Teacher cooperation can be achieved either by sharing curriculum plans and resources but continuing to teach independent classes; team teaching, in which vocational and academic teachers teach together; or crossover, in which academic and vocational teachers exchange roles and teach each other's classes.

C. Redesigning the curriculum so that all courses look very different; each course incorporates vocational and academic material and is jointly taught. One approach to completely redesigning the curriculum is to develop a core curriculum organized around the problems and needs of students. The problem areas and learning activities can be planned by faculty, or by faculty and students jointly. Examples of problems that might be the focus of a core curriculum include the population explosion, contrasts between the forms of economic growth in industrial and non-industrial nations, occupations and their development, influence of media on family life, world food and water supplies, ecology of the mega-metropolis, racial conflict, and intercultural conflict and understanding. If the purpose is to integrate academic and vocational material, then there could be a core curriculum focused on such vocationally-relevant subjects as occupations and technological change, in which student examination of the problem requires the application of mathematics, science, and language.

Stage 5. Integrating the entire high school. In some of our largest cities, one finds "specialized, career-oriented high schools" (not necessarily the same thing as magnet schools) that appear to have a number of excellent features. The specialization may be by industry (agriculture, aircraft, finance, health professions, apparel design, computer-controlled manufacturing technology, the hospitality industry, business services, various engineering specialities, such as materials science, or computer science and electrical, communications) or by subject (mathematics and different scientific disciplines). Most of the students in these schools take a full college-preparatory program and they also acquire high grade job skills at the same time. This combination requires longer-than-average school days, and, for many students, summer study as well. Students who are graduated from these schools have options: four-year college, community college, technical institute, a job with good career prospects, or the combination of post-secondary education and work.

In a study prepared for NCRVE by Vernay Mitchell, Ellen Russell, and Charles Benson, entitled "Exemplary Urban Career-Oriented High Schools," the authors examined the practices in a set of "industry-aligned" schools in New York, Chicago, and Los Angeles, including such stellar institutions as the Chicago High School for Agricultural Science, The High School of Fashion Industries, New York, and the Manhattan Center High School for Science and Mathematics. Some persons might regard such schools as too expensive to replicate, but the financial analysis in the report indicates that operating costs per student are only four to five per cent above district averages for high schools.

Faculty and students share a common interest in the specialization of the school and they all study and work in a collegial fashion. Faculty and students alike appear to be genuinely interested in the content of courses of instruction. The schools have very close relationships with employers. While the schools nowadays serve students over a wide range of ability, they have low drop-out and truancy rates. These schools aim to operate with a minimum of tracking. Some of these schools are old (but still flourishing), and others are new.

My point, then, is that there are many different approaches to integrating academic and vocational material. At the moment it is much too premature to judge which of these approaches is "best"; and given the variety of American schools, it will surely be the case that a variety of approaches will be necessary for different conditions. One recommendation I have, therefore, is that federal policy should take care to allow a variety of approaches to flourish, rather than imposing any one conception of what integration might mean.

3. Some Barriers to Integrating Academic and Vocational Education

Integration of academic and vocational education, if it is taken seriously, will be a more profound kind of reform of our schools than we have seen in decades. The reform efforts of the 1980s hardly touched the nature of the high school curriculum, nor did they produce effective changes in the ways that teachers teach and students learn. Integration of academic and vocational content is a direct challenge to the structure of the curriculum and, if it is successfully implemented, will lead to fundamental departures from conventional practices of instruction.

If vocational and academic learnings are to be melded, two kinds of walls must be destroyed. One is the wall that separates vocational majors from courses with strong intellectual content and that separates college-preparatory courses from the opportunity to learn theory in real-life context. The other wall is the one that divides school and work into isolated compartments of human existence. We all know, of course, that hundreds of thousands of high school students work in their "free time." There is also reasonable evidence to suggest that work undertaken simply to increase the amount of students' disposable income oftentimes serves to reduce the commitment of young people to the pursuit of learning. On the other hand, preliminary research findings in NCRVE indicate that when students participate in a high quality work experience, as designed by the school or by the school in collaboration with employers, the results are, on the average, positive, positive with respect to students' academic performance and positive with respect to students' attitudes toward work, e. g., seeing work as a learning experience in itself. Properly implemented, integration of vocational and academic education promises important educational and social benefits for both the presently-described vocational majors and for college-preparatory students as well—though I should note that to an increasing degree, these two groups are not mutually exclusive.

A key question, therefore, is whether vocational and academic education be integrated successfully. Based on the experiences of the schools that have tried to do so, there are many difficulties to be faced in the process of implementing this reform. *Such integration will not be easy, and it will not be achieved simply by federal mandate.*

Among the most serious barriers to be overcome are the following:

- Lack of well-established models of integration. As the variety of approaches described above clarifies, there is a paucity of information on what meaningful integration of vocational and academic education means. Some teachers may feel they are doing it already when they are not; some administrators may feel that the fact that vocational students take courses in the general track provides sufficient integration. The concept of integration is distressingly easy to trivialize. Information in the hands of administrators and teachers about successful examples of integration would help reduce this possibility. Many successful examples are in early stages of development, and even the older programs are not as thoroughly developed as one might wish. In any case, there is no dissemination network on integrating vocational and academic studies, and hardly any constituency.

- New Demands on Teacher Time. In almost any form, integration requires time for teachers to develop new curricula and to adapt available curricula. In addition, the most promising approaches to integration seem to be those in which vocational and academic teachers work together to develop curricula, plan courses, and jointly prepare materials for instruction. These activities take great deal of time—time which is not currently available during the school year. Many of our most successful teachers devote so much energy to the daily round of teaching, counseling, marking papers, and preparing lessons that they have little energy left to reform the curriculum once again. One would hope that the teams of teachers who would work on the integration process would include some of the most successful academic and vocational staff; but these are the persons who might see the least reason to change the ways they are doing things. In addition, we must recognize that in some secondary schools, vocational and academic teachers have worked in isolation from each other for decades. Bringing the two groups together to work on an untried "experiment" will not be easy, and will require resources for reduced course loads, summer planning, and other periods of time free from the press of daily teaching.

- Lack of resources for staff development. The schools which have tried integration have found both academic and vocational teachers in need of retraining: some vocational teachers need to master academic material they may never have learned, and academic teachers need to learn about vocational material and about the world of occupations which they may never have entered. Many school districts have therefore developed summer institutes and other staff development activities to enhance the ability of teachers to take new approaches and to collaborate.

- The need for consistent support of efforts at integration In schools which try to integrate academic and vocational education, it is necessary to get the support of both academic and vocational teachers, of school principals, and of school district administrators. To implement a reform district-wide, it is necessary to get the agreement of a number of principals and teachers, not all of whom may be convinced of the value of this experiment. Area vocational schools, where some of the best secondary vocational programs exist, must get the cooperation of a large number of feeder high schools before they can make substantial changes involving academic teachers.

In addition, the schools which have developed new approaches to vocational education have sometimes come into conflict with state policy and state agencies. Many states specify which courses can count toward graduation requirements; if a novel course cannot count—even if it is more rigorous than some courses already approved—then it may not attract enough students to be worth teaching. Other states require state approval of all courses taught and all textbooks used, and the process of approval may be cumbersome and time-consuming; new and novel courses are sometimes difficult to add to the curriculum. Reforms therefore require either the support of state agencies, or local creativity in getting around state requirements.

- Inadequate funding and leadership in schools targeted by federal policy. In the debate on re-authorization of the Carl D. Perkins Act, there is some consensus that the Federal funds for vocational education should flow to schools with low income students and to schools most in need of improvement. These are surely the right priorities for Federal money, but at the same time some of the schools which would be given priority have been in a state of fiscal and educational bankruptcy for many years and have become apparently rigidified in their states of ineffectiveness. Changing them may not be easy.

- The Absence of Appropriate Instruments of Assessment. As I commented earlier, integration can take a number of different forms. Some of these forms may be highly effective with some students, but these same types of integration may not be useful for students with other characteristics. One cannot necessarily expect that "one size will fit all." It would be extremely useful to be able to assess accurately the results of using different kinds of curricula with different types of students. But we need more than findings from standardized test instruments now available. It is also important to know for any given group of students how the results of integrated instruction differ from results obtained under conventional instruction. Does integrated instruction increase the ability to solve workplace problems? Is the learning acquired under integrated instruction more readily transferable into the workplace than those learnings gotten in a present day classroom? Does integrated instruction promote cooperative attitudes and does it inculcate a sense of responsibility? At this time, there are no widely-accepted tests to assess these important attributes.

- An Incomplete Grounding in Cognitive Science. The research in cognitive science that bears upon the integration of vocational and academic studies is not generally based on investigations of teaching practices and learning styles in secondary schools. Most of the research deals with training in the military, work skills acquisition by illiterate apprentices in the Third World, and out-of-school skills training in the U. S. There is not yet a body of research that examines alternative forms of integration in the secondary school setting and assesses the effects of integration on diverse groups of secondary students.

4. Some Modest Proposals for Strengthening Integration

Given the barriers to integrating vocational and academic education that I have identified, there are some federal policies—aside from simply requiring that federal funds be spent in integrated settings—which would help promote this important reform. The comments I make in this section are given by me as Professor in the Graduate School of Education, University of California at Berkeley. They do not represent a policy statement of NCRVE.

I see only one way for the federal government to influence local school practices in this area directly. That is to provide funds for the development of new curricula and for pilot sites that would try different models of integration. Then the federal government could use the results of these pilot sites, carefully evaluated, as the basis of recommendations to local districts. This approach would help to provide the curricula, instructional methods, and policy information that are currently so sparse in this area. However, I see no way tc enforce Congressional intentions in this area: within the total vocational education system, meaningful integration of academic and vocational education is too new and untested for Congress simply to impose a requirement and expect to see school districts carry it out. Where models do exist, too often we lack important systemic information about their development and documentation of their outcomes for different students. This information will be needed to assist change processes in other schools. I would add that integration will be difficult to measure in conventional ways. For example, as the nature of occupational tasks and how they are organized change, and as technology for accomplishing tasks change, workers will be expected to deal with uncertainty, adapt quickly to changes, and continually learn at work, making use of texts, new technology (e.g. computers), and other workers to accomplish tasks. Increasingly, this will mean that workers must be equipped with individual and group problem-solving skills of a more advanced nature than currently is the case. Thus, in our search to improve work performance we must give close attention to effective problem-solving processes as well as outcomes. Evidence that individuals are competent in analyzing problems, can use appropriate resources in analysis, and can apply solutions based on these analyses need to be components of assessment techniques. Most conventional standardized measures, which depend on multiple choice, fill in the blank, and true/false responses are simply not sensitive enough to provide this kind of "process" information.

If federal funding of curriculum development and pilot sites seems too indirect or too ineffective, then Congress has no choice except to work through the states. I would recommend that the Congress allow the states to withhold specified proportions of funds available under the Carl D. Perkins Vocational Education Act, for the purpose of facilitating integration. This approach has the distinct advantage of involving the states in the process of reforming vocational education, since without state cooperation, this innovation is likely to collapse. The funds delegated to states would be available only for certain clearly-defined activities and expenditures, including the following:

- Funds to establish pilot sites for the integration of vocational and academic learnings. In small states, one pilot site might be enough. In large states there should be more, but each state should have at least one pilot site that serves a concentration of low income students. Industrial states should have at least one pilot site in an inner city area. The pilot sites should be funded at a level to attract excellent teachers who are committed to the integration of academic and vocational education, and they should have an adequate supply of instructional equipment.

  In addition to teaching, the professionals employed in the pilot sites should have the following responsibilities: the design of integrated curricula and courses; applied research on processes of integration and of the effects of integration on students of diverse characteristics; in-service training for teachers and administrators; and dissemination activities, including the establishment of state-wide dissemination networks on integration.

In some of our major cities, schools exist that could quickly be transformed into pilot sites; hence, I do not mean to suggest that each pilot site would need to be built completely anew. On the other hand, even the "wholly integrated" secondary schools I referred to above do very little today in applied research about integration, in providing in-service training for visiting teachers and administrators, or in dissemination. We now lack well-known places where teachers and administrators can go and see first-hand what happens when the curriculum is integrated, what is required to provide an integrated curriculum, how different forms of integration are most helpful for certain groups

- The development at the state level of curriculum materials which would facilitate integration. Again, such efforts should be accompanied by careful evaluation and dissemination.

- Funding for release time so that teachers can work together and develop or modify curriculum materials, and funding for staff development, oriented to breaking down the barriers between academic and vocational teachers and to preparing all teachers to teach in integrated settings.

- Funding to develop new programs in those state teachers colleges which prepare large numbers of teachers and administrators. These programs would assure that both academic and vocational teachers graduate with enough knowledge in various subjects to participate successfully in integration efforts, and they could also serve as centers for staff development and evaluation of integration efforts.

- The establishment of data systems that could be used to monitor integration efforts and assist in developing performance measures that would be appropriate to the new curricula. New data systems, particularly in conjunction with incentive funds, would enhance the incentives for local districts to develop and implement new curricula. In such an effort, standardized achievement tests need to be supplemented by other outcome measures, such as the coherence and intensity of the high school program each student takes, as well as tests that measure such things as the transferability of school learning to learning in the workplace. A certain degree of revolutionary change in testing procedures is needed. The design of these new data systems and tests could stretch out over many years, or, on the other hand, the Federal government could initiate a crash program in test design to get useful instruments more quickly. But either approach requires specifically-designated funds.

Given the present constraints on the federal budget, providing additional funds for these important efforts will not likely be easy. However, I believe that adequate funding must be provided to embark upon meaningful change, sufficiently institutionalized to endure. I would note that currently, within the Department of Education, Office of Educational Research and Improvement (OERI), planning efforts are being undertaken to determine the nature and scope of work for several regional education laboratories and national centers. Historically, OERI funded laboratories have worked closely with state and local agencies to assist in applied research, technical assistance for program improvement and implementation. OERI centers have undertaken the study of educational problems and issues of national proportions, such as improving measurement. I belive that it would be profitable for the Congress to look at the possibilities for these institutions to join with states and organizations such as NCRVE and NOICC to provide assistance to vocational education programs.

Involving these institutions can substantially increase the assistance available to local programs and states in a cost efficient manner and can, in addition, have the following effects:

1) Encourage those who are involved on R and D related to academic reform to consider the need for vocational education/academic education integration. These institutions, which work primarily on the issues of academic education, need to be players in the movement for integration of vocational education/academic education: they are and they represent key stakeholders in this effort.

2) By involving these institutions, additional leadership can be brought to bear to bring vocational education into the mainstream educational reform movement. They can help bring knowledge gained in previous waves of the reform movement to bear in vocational education. Similarly, these institutions can be encouraged to take maximal advantage of important information that vocational educators and researchers are uncovering—for example, findings from research on the importance of learning in context. Relevant information and principles derived from this kind of work can then be incorporated in mainstream educational reform efforts. This could be an important new step in the coordination of R and D efforts in education reform nationwide.

3) This approach can capitalize on a unique federal role in impacting educational practice—that of assisting practice by sponsoring the creation and dissemination of relevant R and D.

More broadly, I propose a federal role for integrating academic and vocational education that has these elements: (1) leadership—setting expectations; (2) using the federal convening authority to build a community that incorporates all actors key to the success of this integration—researchers, the corporate community, those gifted in design and implementation, and practitioners; (3) investment of the resources to conduct the careful experiments needed to stimulate collaborative ventures, with teams of researchers, corporate representatives, and practitioners organized around well-documented experiments in individual schools; and (5) investment of resources required to implement successful models beyond pilot sites.

5. Assistance Available from NCRVE for Implementation of Integration.

The National Center for Research in Vocational Education is now conducting several different kinds of research on the processes of integrating academic and vocational education. We also have a set of electronic information networks that reach a large number of vocational education practitioners. These networks could be expanded to include academic practitioners who are interested in integration. We are now preparing a national teleconference on this subject, to be aired to State Directors of Vocational Education and other interested persons in November. We are well-situated to hold national and regional conferences. We are assisting the Southern Regional Education Board to design evaluations of the results of integration in 34 sites in 14 states that are serving 3,100 students. NCRVE, in its research and service programs, is prepared to continue to give high priority to the noble goal of integrating vocational and academic education and to facilitate the adoption of effective programs of integration.

* Compact production systems are strategies developed by some companies to increase their ability to meet consumer demands, to produce and deliver more varied and customized goods and services over a shorter time period. In more traditional production systems, each worker, or each department, or each firm in a production chain is responsible for a prescribed set of tasks. Generally, these tasks are carried out sequentially. In newer "compact production systems" there is much more interaction between workers, departments, and firms that create and deliver goods or services. For example, traditional shirt factories are divided into large departments that carry out particular discrete functions—preparation of cuffs, or collars, cutting and sewing the button holes, and so forth. As work moves through the factories in sequence to assemble the shirts, each particular department might take one week to do a certain quantity of its own task, then pass its work on to another department in the production chain with responsibility for the next task. This next task might take another week to complete. It could take six weeks to produce a quantity of completed shirts using this method. Newer shirt factories using a compact production system are more likely to be arranged into larger numbers of smaller departments where teams of workers can assemble the entire shirt. One result is that workers who were once taught to do one piece of preparation, say cuffs, now must master a much larger variety of tasks. (More information about compact production systems can be found in Thomas Bailey's paper, "Changes in the Nature and Structure of Work: Implications for Skills and Skills Formation." Like all the papers mentioned in this testimony, this paper is available from NCRVE, University of California, Berkeley.)

APPENDIX A

EXECUTIVE SUMMARY

The Applied Technology Amendments of 1989 would alter the way in which Federal vocational education funds are distributed to local school districts and schools within districts. These amendments emphasize economic criteria, and to a lesser extent handicap status, in an effort to focus resources on the students who are most in need. The analysis presented here shows that low income students and handicapped students take more vocational education than students from wealthier backgrounds or non-handicapped students, so the funding formula proposed in H.R. 7 should accomplish its goal of targeting vocational funding resources toward those students who are most dependent upon applied technology education. In addition to the greater tendency of low income and handicapped students to participate in vocational education, rural students showed a greater propensity than urban or suburban students to take vocational education, and suburban students showed a greater propensity than urban students to take vocational education. These student and school characteristics appear to operate independently, so that students from urban, high-income backgrounds were less likely than all other students to take vocational training, while students from rural, low-income backgrounds were more likely than other students to take vocational education.

This analysis also examined the distribution of secondary students in relation to the level of urban development of the local community. High school students from low income families or from low socioeconomic backgrounds tend to be concentrated in urban and rural high schools. Handicapped students, in contrast, were slightly more likely than the student population as a whole to be enrolled in suburban schools.

The findings for the analysis of postsecondary vocational participation were similar to those found at the secondary level. Handicapped students and students who may have been academically disadvantaged enrolled in vocational education at rates equal to those of students who were not handicapped or academically disadvantaged. Students from lower income families enrolled in vocational education at rates equal to or greater than those of their counterparts who were economically better off. The findings of this analysis also show that unlike students in other special population groups, those with some economic disadvantage were more likely to attend proprietary schools than other types of two-year schools. Given the greater emphasis placed on serving the economically disadvantaged in H.R. 7, this has direct implications for the distribution of federal funds at the postsecondary level. Barring restrictions or other requirements on the types of schools eligible to receive federal monies, more funds may become available for proprietary institutions.

SECONDARY AND POSTSECONDARY VOCATIONAL EDUCATION AMONG STUDENTS WITH SPECIAL EDUCATIONAL NEEDS

Introduction

The Applied Technology Education Amendments of 1989 (H.R. 7) would substantially alter the emphasis of Federal vocational education legislation. The Act identifies as its purpose contributing "to the development of academic and occupational skills of all segments of the population by concentrating resources on improving educational programs leading to skill competencies needed to work in a technologically advanced society."[1] To accomplish these objectives, H.R. 7 proposes a new funding mechanism for distributing federal vocational education funds. Whereas the Carl D. Perkins Vocational Education Act specified that 57 percent of each state's vocational education grant would be set aside to serve the needs of special populations, H.R. 7 proposes that 80 percent of each state's vocational education grant would be distributed by formula to local school districts and postsecondary institutions. "This formula would be weighted 70 percent by poverty, 20 percent by a count of handicapped students, and 10 percent on general enrollment."[2] This formula was established to correct problems with the Perkins allocation formula, which was found "to direct funding to more affluent areas and away from poor communities."[3] In addition, H.R. 7 requires that "schools with the highest concentrations of poor, handicapped, and limited English-speaking students be served first."[4]

The emphasis on economic criteria is thus intended to produce a substantially different distribution of federal vocational education funds than was the case under the multiple distribution criteria contained in the Perkins Act. In order to better predict how this new funding formula will affect the distribution of vocational education monies, this paper briefly examines students' participation in vocational education by their economic welfare characteristics, their academic characteristics, by their handicap status and level of English proficiency, and by the level of urban development of the communities in which students' high schools were located. In addition, this paper also examines the distribution of the student population by these characteristics.

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[1] Report of the Committee on Education and Labor on the Applied Technology Education Amendments of 1989, April 28, 1989, p. 5.

[2] *Ibid.*, p. 9.

[3] *Ibid.*

[4] *Ibid.*

Sources of Data

Data for the analysis of student participation in secondary vocational education were taken from the High School and Beyond (HS&B) sophomore cohort transcript study. The HS&B transcript study is based on a nationally representative sample of high school students in the graduating class of 1982. HS&B was chosen for this analysis task, despite the availability of more recent data in the 1987 National Assessment of Educational Progress (NAEP) transcript study, because of its complete assortment of economic welfare measures. Equivalent measures were not available in the NAEP transcript study. However, the NAEP data were used to supplement information in HS&B on handicapped students, since NAEP explicitly addressed the issue of handicapped students in its sampling design.

Data for the analysis of postsecondary vocational education were taken from the National Postsecondary Student Aid Study (NPSAS). These data were collected in Fall 1986 and updated in 1987. The NPSAS contains information on a nationally representative cross section of postsecondary students enrolled in Fall 1986, and is the best source of information on postsecondary enrollments at a single point in time. The analysis using the NPSAS included students enrolled at less-than-two-year and two-year institutions.

Participation of Secondary Students in the Vocational Education Curriculum

By 1982, the 1980 sophomore cohort completed an average of 19.49 credits in high school (Table 1).[5] Almost 95 percent of all students participated in the vocational curriculum, and the average high school student completed 4.02 credits in vocational education. Over one-half of the credits, an average of 2.53, were taken in specific labor market preparation (SLMP) courses, which are designed to train students in specific, job-related fields. In addition, students completed an average of 0.90 credits in general labor market preparation (GLMP) courses—which are designed to provide students with general employability and labor market skills—and an average of 0.59 credits in consumer and homemaking economics (C&HE) courses—which are designed to provide students with the training necessary to manage a home and a family.

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[5] A credit is equivalent to a one-period, full-year course.

Student Participation in Vocational Education by Student Characteristics

Table 1 presents three measures of students' economic well-being. The first of these measures is family income. Family income has the advantage of being relatively easy to understand in relation to the poverty criteria specified in the funding formula in H.R. 7, but has also been shown to be only a moderately valid measure of economic well-being because many students did not know what their family's income actually was.[6] In addition, many students did not answer the income questions, so much of this information was missing.[7] This is apparent when one compares the average number of credits earned by all students with the average number of credits completed by students in each of the income categories.Students in the lowest income category are shown as earning more credits on average than the average for all students, suggesting that the students most likely to not provide income data were those completing the fewest high school credits. Another measure of economic welfare is parent's education. Students were relatively accurate reporters of these data, and the response rate for this variable was very high. Education can also be used as an indirect measure of income and of economic well-being. Because, education has been shown to be highly correlated with income, it complements the income data. The best measure of economic well-being is the student's socioeconomic status, which is shown by quartile. This is a composite measure, incorporating family income, parents' education, and information about the types of possessions in the family

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[6] Fetters, Stowe, and Owings, *Quality of Responses of High School Students to Questionnaire Items*, National Center for Education Statistics, (Washington, D.C.: Government Printing Office), September 1984, 14. The validity coefficient of the income measure was .50, a moderate score.

[7] Out of 12,141 cases, only 9,268 provided income data. Thus, the data were missing - from footnote 7 for 2,873 cases.

Table 1
Average Number of Credits Completed by High School Students in the Secondary Vocational Curriculum by Economic Welfare Characteristics

	Total high school credits	Participation in vocational education							
		All voc		C&HE		GLMP		SLMP	
		credits	% of students	credits	% of students	credits	% of students	credits	% of students
All Students	19.49	4.02	94.9%	0.59	45.1%	0.90	72.0%	2.53	81.0%
Family Income									
Less than $8,000	19.62	4.80	97.7	1.00	61.9	1.01	75.3	2.79	84.9
$8,000-14,999	20.66	4.91	97.8	0.78	52.4	1.06	76.0	3.08	87.1
$15,000-19,999	20.67	4.81	97.8	0.74	52.7	1.02	78.1	3.05	87.1
$20,000-24,999	20.86	4.39	96.9	0.57	47.9	0.97	77.5	2.85	85.3
$25,000-29,999	21.11	4.14	97.1	0.58	46.0	0.89	77.5	2.66	81.5
$30,000-39,999	21.44	4.11	95.5	0.53	40.9	0.89	75.5	2.69	83.6
$40,000-49,999	21.59	3.63	95.3	0.47	40.9	0.90	75.2	2.27	79.7
$50,000 or more	21.63	3.01	91.2	0.34	33.1	0.74	69.5	1.93	76.4
Parent's Education									
LT HS	17.83	4.48	95.2	0.78	51.2	0.94	68.8	2.76	81.7
HS only	18.99	4.70	95.7	0.71	49.9	0.97	74.8	3.02	85.8
LT 2-yr voc	19.26	4.32	97.6	0.67	49.5	0.89	70.1	2.76	84.1
GT 2-yr voc	19.66	4.28	95.6	0.57	46.6	0.92	71.8	2.78	83.9
LT 2-yr college	20.09	3.95	96.2	0.58	44.8	0.96	76.3	2.41	82.6
2-4 yrs college	20.43	3.85	97.0	0.52	45.9	0.90	73.1	2.44	82.0
4-5 yrs college	20.87	3.16	93.3	0.42	39.2	0.79	72.6	1.95	76.2
MA/MS	21.09	2.82	92.5	0.39	36.3	0.70	71.6	1.74	73.5
PhD or MD	21.28	2.65	88.5	0.30	27.6	0.75	63.9	1.60	67.5
SES Quartile									
Low	18.72	4.80	96.7	0.85	54.7	1.01	71.7	2.94	85.7
26-50%	19.85	4.76	97.8	0.68	50.8	1.00	76.3	3.08	87.5
51-75%	20.37	4.08	96.1	0.55	46.0	0.92	74.7	2.61	82.9
High	21.41	2.97	92.4	0.35	33.8	0.76	71.9	1.86	74.4

Source: High School and Beyond Sophomore Transcript File

home. This is a reliable measure with a very high response rate. The weakness of this variable is that by incorporating different measures of welfare, the effects of each may be diluted or compounded, depending upon the how the variables are combined.

Each of these measures has strengths, and they all represent measures of students' economic welfare. Further, the three measures each tell the same story. Students who come from low-income families, or whose parents did not complete much education, or whose socioeconomic status is low, tend to complete fewer overall credits in high school, but tend to take more vocational education. For example, students from the lowest SES quartile completed an average of 18.72 credits overall and an average of 4.80 vocational credits, while students from the highest SES quartile completed an average of 21.41 credits overall but only 2.97 vocational credits. In addition, the inverse relationship between economic welfare and the number of credits completed in vocational education consistently held true for each of the three different vocational areas, C&HE, GLMP, and SLMP.[8]

The total number of credits and the amount of vocational education taken by students was also related to their academic characteristics (Table 2). Students who might be considered academically disadvantaged—either because their performance as measured by high school grade point average (GPA) was low or because their ability as measured by test scores (ability quartile) was low—took fewer credits overall in high school and more vocational education than their non-academically disadvantaged peers. An exception to this pattern can be seen among students with the lowest average grades: these students took an average of only 12.13 credits in high school, and relatively few credits in the vocational curriculum (2.79).

Handicapped students generally took fewer credits in high school than did non-handicapped students, 16.09 compared to 19.59 (Table 2).[9] However, students with handicaps completed slightly more credits in the vocational curriculum than did non-handicapped students (4.16 to 4.01). The types of courses handicapped and non-handicapped students took within the vocational curriculum were also somewhat different. On average, students with handicaps completed more credits in consumer and homemaking economics and general labor market

[8] The only exception to this general pattern is among those students at the lowest level of economic welfare: these students tend to take fewer vocational credits than students whose well-being is measured as being slightly higher.

[9] Students were defined as being handicapped or not by their participation in a special education program. This is a more reliable measure of a student's handicap status than student reported data. However, the sample of handicapped students in HS&B includes primarily physically handicapped students; learning disabled students, who make up the bulk of the population of handicapped students nationally, are underrepresented in the HS&B sample. Despite these problems, the course-taking patterns of the handicapped students in HS&B are comparable to the patterns of participation in high school for all handicapped students derived from the National Assessment of Educational Progress, which contains a nationally representative sample of handicapped students. The sample of students from HS&B was used here to ensure comparability between the data for handicapped students and students with other exceptional educational needs.

Table 2
Average Number of Credits Completed by High School Students in the Secondary Vocational Curriculum by Academic Characteristics, Handicap Status, and English Proficiency

	Total high school credits	Participation in vocational education							
		All voc		C&HE		GLMP		SLMP	
		credits	% of students	credits	% of students	credits	% of students	credits	% of students
All Students	19.49	4.02	94.9%	0.59	45.1%	0.90	72.0%	2.53	81.0%
High School GPA									
0 to 1.59	12.13	2.79	87.2	0.42	35.1	0.61	54.3	1.75	68.6
1.60 to 2.59	19.75	4.67	97.3	0.67	51.2	1.00	73.6	2.99	86.8
2.60 to 3.29	21.72	4.10	96.3	0.60	44.9	0.91	76.9	2.59	82.4
3.30 or higher	22.70	3.12	92.5	0.47	36.9	0.83	77.7	1.82	73.1
Ability Quartile									
Low	16.82	4.56	94.5	0.82	53.1	0.95	66.0	2.79	90.9
26-50%	19.23	4.85	96.8	0.69	51.5	1.02	75.1	3.14	87.3
51-75%	20.31	4.17	97.4	0.57	47.2	0.96	77.4	2.64	84.3
High	21.88	2.59	90.8	0.31	31.5	0.68	70.6	1.60	72.0
Handicap Status									
Handicapped	16.09	4.16	96.1	0.64	45.3	1.10	60.8	2.42	71.2
Not handicapped	19.59	4.01	94.8	0.59	45.1	0.89	72.4	2.54	81.3
Enrollment in Bilingual Program									
In bilingual prog.	19.80	2.86	93.1	0.46	43.9	0.72	70.9	1.69	68.6
Not in program	19.48	4.04	94.9	0.59	45.1	0.90	72.0	2.55	81.2
ESL Enrollment Status									
Enrolled in ESL	15.83	2.55	92.0	0.34	40.3	0.71	64.9	1.51	66.9
Not enrolled in ESL	19.50	4.02	94.9	0.59	45.1	0.90	72.0	2.54	81.1
Home Language									
Non-English only	18.78	3.20	95.7	0.52	43.5	0.80	68.0	1.88	78.8
Non-English dmnt.	19.35	3.87	92.5	0.43	39.6	1.07	70.1	2.36	80.6
English dmnt.	20.43	3.66	95.2	0.50	44.8	0.85	72.4	2.30	81.4
English only	19.95	4.18	96.0	0.63	47.1	0.91	73.6	2.64	82.7

Source: High School and Beyond Sophomore Transcript File

preparation courses than non-handicapped students completed, but non-handicapped students took more credits than handicapped students in specific labor market preparation courses.

Table 2 also shows three measures of students' English proficiency, and like the different measures of students' economic welfare, each measure of proficiency in English has strengths and weaknesses. The first two measures, enrollment in a bilingual program and ESL (English as a Second Language) enrollment status, are relatively direct measures of students' participation in programs for limited English proficiency. However, both of these variables are missing for many students, and may therefore produce biased estimates of participation in the secondary curriculum. The third measure, home language, is at best a proxy for English proficiency, since the student's home language may or may not affect the student's proficiency in English. The advantage of this measure, however, is that students reliability reported their home language, and the response rate was very high. Therefore these data are available for virtually all of the students in the sample.

Despite these caveats regarding the virtues of these different measures of English proficiency, they all suggest similar patterns of participation in the vocational curriculum: students with limited proficiency in English took fewer credits in the vocational curriculum than did their peers who were more proficient in English. For example, students enrolled in ESL completed 2.55 credits in vocational education compared to 4.02 credits completed by students who were not enrolled in ESL. This is true in each part of the vocational curriculum as well: students enrolled in ESL completed an average of 0.34 credits in C&HE courses, 0.71 credits in GLMP courses, and 1.69 credits in SLMP courses; the corresponding average numbers of credits for students not enrolled in ESL were 0.59, 0.90, and 2.54.

Student Participation in the Vocational Curriculum by Urbanicity of High Schools

Table 3 presents the average number of vocational credits earned by students by both their level of economic welfare and by the level of urban development of the local community. It is interesting to note that these two characteristics operated independently, although both income and the level of urban development were related to the number of vocational credits students completed. Comparisons of course-taking patterns among students in urban, suburban, and rural schools shows that rural students completed more vocational credits on average than were completed by either urban or suburban students, and that suburban students in turn completed more credits on average than did urban students. At the same time, all three groups of students exhibited relatively similar patterns of participation with respect to the economic welfare variables. As in the general case, all three of the measures of economic welfare consistently show

Table 3
Average Number of Credits Earned by Students in the Secondary Vocational Curriculum by Their Economic Welfare Characteristics and by the Urban Density of the High School

	Urban				Suburban				Rural			
	Total voc	CHE	GLM Prep	SLM Prep	Total voc	CHE	GLM Prep	SLM Prep	Total voc	CHE	GLM Prep	SLM Prep
All Students	3.49	0.47	0.80	2.22	3.87	0.53	0.87	2.47	4.62	0.77	1.01	2.85
Family Income												
Less than $8,000	3.92	0.77	0.87	2.28	4.59	0.86	1.11	2.62	5.66	1.31	1.04	3.32
$8,000-14,999	4.25	0.54	0.98	2.72	4.72	0.73	1.10	2.90	5.47	0.97	1.06	3.44
$15,000-19,999	4.59	0.58	0.92	3.09	4.72	0.72	1.00	3.00	5.06	0.87	1.10	3.08
$20,000-24,999	3.79	0.41	0.82	2.57	4.40	0.54	0.98	2.89	4.75	0.73	1.04	2.98
$25,000-29,999	3.93	0.48	0.87	2.58	3.91	0.55	0.84	2.51	4.62	0.69	0.99	2.94
$30,000-39,999	3.39	0.47	0.76	2.16	3.96	0.49	0.86	2.61	4.80	0.64	1.02	3.13
$40,000-49,999	3.70	0.42	0.71	2.57	3.35	0.44	0.90	2.01	4.37	0.59	1.01	2.77
$50,000 or more	2.79	0.24	0.85	1.70	2.90	0.32	0.67	1.91	3.57	0.47	0.89	2.20
Parent's Education												
LT HS	4.12	0.50	1.01	2.61	4.56	0.72	0.91	2.92	4.68	1.04	0.93	2.71
HS only	3.81	0.49	0.77	2.55	4.65	0.63	0.96	3.05	5.29	0.93	1.11	3.25
LT 2-yr voc	3.98	0.75	0.75	2.48	4.11	0.60	0.91	2.60	4.84	0.71	0.95	3.18
GT 2-yr voc	3.49	0.54	0.77	2.17	4.30	0.54	0.93	2.82	4.75	0.64	1.01	3.10
LT 2-yr college	3.75	0.39	0.87	2.49	3.82	0.58	0.98	2.25	4.30	0.70	1.00	2.60
2-4 yrs college	3.34	0.43	0.87	2.04	3.75	0.50	0.83	2.41	4.41	0.61	1.04	2.76
4-5 yrs college	2.83	0.39	0.73	1.71	2.94	0.37	0.77	1.79	3.85	0.53	0.86	2.46
MA/MS	2.34	0.32	0.59	1.43	2.73	0.35	0.67	1.72	3.41	0.56	0.85	2.01
PhD or MD	2.78	0.32	0.74	1.72	2.44	0.27	0.62	1.55	3.08	0.38	1.06	1.64
SES Quartile												
Low	4.18	0.59	0.93	2.65	4.75	0.82	0.98	2.95	5.29	1.08	1.08	3.13
26-50%	4.17	0.58	0.79	2.80	4.65	0.59	1.00	3.06	5.27	0.87	1.13	3.28
51-75%	3.32	0.43	0.81	2.08	3.95	0.53	0.90	2.53	4.76	0.66	1.02	3.07
High	2.83	0.29	0.73	1.81	2.88	0.34	0.73	1.80	3.30	0.42	0.84	2.03

Source: High School and Beyond Sophomore Transcript File

that students from lower income families, students whose parents did not complete much education, and students from low SES backgrounds complete more vocational education on average than students from families that are better off by these economic measures.

Likewise, the general patterns of participation observed for academically disadvantaged, handicapped, and LEP students were the same whether the students were enrolled in urban, suburban, or rural high schools (Table 4). Students who were academically disadvantaged or handicapped completed more vocational credits than did students who were not, and students who had limited proficiency in English completed fewer vocational credits on average than their English-speaking counterparts completed. However, irrespective of students' particular educational needs, students in urban high schools completed the fewest vocational credits on average, while students in rural high schools completed the most vocational credits on average.

Distribution of the Student Population by Level of Urban Development

Thus far, this analysis has shown that students with educational or economic disadvantages and students with exceptional educational needs completed more vocational education than did students who were not disadvantaged, handicapped or LEP. Further, students in rural schools completed more vocational education on average than did students in suburban schools, and students in suburban schools completed more vocational education on average than did students in urban schools. This section examines how the student population was distributed in relation to the measures of economic welfare and the other student characteristics, as well as in relation to the type of community in which students attended school.

Of the total population of high school students, 21.7 percent were enrolled in urban high schools, 47.6 percent were enrolled in suburban high schools, and the remainder, 30.8 percent, were enrolled in rural high schools (Table 5). This distribution is important, because each of the variable categories shown in the table is presented in relation to this overall distribution of the population. The first column of data in Table 5 shows the percentage distribution of the population with respect to each of the variable categories. For example, 6.6 percent of the population of high school students came from families with less than $8,000 annual income, 15.5 percent came from families with annual incomes between $8,000 and $14,999, and so forth. The three following columns then show the distribution of those students in each category. Thus, of the 6.6 percent of all students who came from families with less than $8,000 annual income, 30 percent were enrolled in urban high schools, 32.1 percent were enrolled in suburban high schools, and 38 percent were enrolled in rural high schools. Contrast this distribution with the overall distribution of the student population, and one sees that urban and rural students are

Table 4
Average Number of Credits Earned by Students in the Secondary Vocational Curriculum by Their Academic Characteristics, Handicap Status, English Proficiency and by the Urban Density of the High School

	Urban				Suburban				Rural			
	Total voc	CHE	GLM Prep	SLM Prep	Total voc	CHE	GLM Prep	SLM Prep	Total voc	CHE	GLM Prep	SLM Prep
All Students	3.49	0.47	0.80	2.22	3.87	0.53	0.87	2.47	4.62	0.77	1.01	2.85
High School GPA												
0 to 1.59	2.11	0.33	0.57	1.22	3.25	0.46	0.60	2.18	2.96	0.48	0.70	1.78
1.60 to 2.59	4.48	0.60	0.92	2.96	4.44	0.62	0.99	2.84	5.17	0.82	1.10	3.25
2.60 to 3.29	3.46	0.45	0.83	2.18	3.75	0.50	0.87	2.38	4.96	0.84	1.02	3.10
3.30 to 4.0	2.46	0.22	0.78	1.46	2.87	0.38	0.73	1.76	3.76	0.72	0.98	2.06
Ability Quartile												
Low	3.86	0.62	0.87	2.36	4.76	0.82	0.98	2.96	4.95	1.01	0.97	2.98
26% to 50%	4.20	0.51	0.87	2.82	4.68	0.64	0.99	3.05	5.52	0.87	1.16	3.49
51% to 75%	3.44	0.44	0.81	2.20	4.12	0.53	0.93	2.66	4.65	0.71	1.09	2.85
High	2.27	0.22	0.63	1.41	2.41	0.25	0.64	1.52	3.16	0.46	0.80	1.89
Handicap Status												
Handicapped	3.77	0.45	1.12	2.20	4.03	0.58	1.07	2.38	4.67	0.90	1.14	2.63
Not Handicapped	3.48	0.47	0.79	2.22	3.86	0.53	0.86	2.48	4.62	0.76	1.00	2.85
Enrollment in Bilingual Program												
In bilingual prog.	2.11	0.47	0.67	0.98	3.08	0.37	0.75	1.96	2.98	0.67	0.67	1.64
Not in program	3.51	0.47	0.80	2.24	3.89	0.53	0.87	2.48	4.64	0.77	1.01	2.86
ESL Enrollment Status												
Enrolled in ESL	2.11	0.32	0.59	1.20	3.18	0.34	0.89	1.95	–	–	–	–
Not enrolled in ESL	3.49	0.46	0.81	2.21	3.87	0.53	0.87	2.47	4.62	0.77	1.01	2.85
Home Language												
Non-English only	2.99	0.51	0.75	1.74	3.39	0.60	0.79	2.00	3.74	0.43	1.09	2.21
Non-English dmnt.	3.32	0.34	0.99	1.99	3.68	0.49	1.04	2.15	5.33	0.49	1.25	3.59
English dmnt.	3.36	0.45	0.63	2.28	3.48	0.43	0.81	2.25	4.29	0.69	1.12	2.47
English only	3.69	0.46	0.86	2.37	3.96	0.56	0.88	2.52	4.78	0.83	1.01	2.95

A "—" indicates that there were too few cases to produce reliable credit estimates.
Source: High School and Beyond Sophomore Transcript File

Table 5
Percentage Distribution of Students in Urban, Suburban, and Rural High Schools by Economic Welfare Characteristics

	Percentage of all students in each category	Of students in each category percentage whose high school was		
		urban	suburban	rural
All Students	100.0%	21.7%	47.6%	30.8%
Family Income				
Less than $8,000	6.6	30.0	32.1	38.0
$8,000-14,999	15.5	23.2	36.5	40.3
$15,000-19,999	14.2	21.4	44.8	33.8
$20,000-24,999	14.3	18.9	50.6	30.5
$25,000-29,999	14.3	19.4	48.9	31.7
$30,000-39,999	16.5	16.2	54.6	29.2
$40,000-49,999	8.3	15.7	62.1	22.1
$50,000 or more	10.3	14.7	67.6	18.1
Parent's Education				
LT HS	11.6	27.0	37.6	35.4
HS only	32.2	20.7	43.7	35.6
LT 2-yr voc	5.2	22.9	44.2	33.0
GT 2-yr voc	8.1	19.5	49.7	30.5
LT 2-yr college	8.2	20.8	49.3	29.6
2-4 yrs college	8.7	19.6	52.7	27.7
4-5 yrs college	12.5	20.3	53.2	26.5
MA/MS	8.2	17.1	59.4	23.2
PhD or MD	5.4	15.0	59.8	25.3
SES Quartile				
Low	25.1	26.9	36.1	37.0
26-50%	24.7	20.3	46.3	33.4
51-75%	25.2	19.2	49.8	31.1
High	25.0	16.3	60.7	23.1

Source: High School and Beyond Sophomore Transcript File

overrepresented among families in the lowest income category, while suburban students are underrepresented in this group. In contrast, of the 10.3 percent of students from families with more than $50,000 in annual income, 14.7 percent were enrolled in urban schools, 67.6 percent were enrolled in suburban schools, and 18.1 percent were enrolled in rural schools. Thus, in relation to the aggregate distribution of the population, students from the highest income group were concentrated in suburban schools and underrepresented in urban and rural schools.

Although the specific measures of economic welfare vary in the degree to which they show concentrations of students from different economic backgrounds, they all show that poorer students are disproportionately concentrated in the urban and rural high schools, while wealthier students are disproportionately concentrated in the suburban high schools.

Table 6 shows the distribution of the population in relation to students' academic characteristics, handicap status, and proficiency in English. Students that were low achieving or had lower measured ability were disproportionately concentrated in urban high schools. Low achieving students were underrepresented in both suburban and rural high schools in relation to the distribution of the total population, but only in the suburban high schools were there disproportionate concentrations of high ability students.

Unlike the income and academic measures, handicapped students were distributed more or less as the population of high school students was distributed. Handicapped students were somewhat overrepresented in suburban high schools, and slightly underrepresented in urban and rural high schools.

With respect to the distribution of LEP students, the different measures of limited English proficiency suggest somewhat different distributions. For example, students enrolled in a bilingual program were overrepresented in suburban schools and underrepresented in rural schools. In contrast, students enrolled in English as a Second Language were concentrated in the urban high schools and substantially underrepresented in both suburban and rural high schools. Likewise, students from families that spoke no English or very little English at home were concentrated in urban high schools. These measures do not give a clear picture of how LEP students are distributed in relation to the population as a whole, although all of them show that the LEP population is relatively small in relation to the overall student population.

Table 6
Percentage distribution of Students in Urban, Suburban, and Rural High Schools by Academic Characteristics, Handicap Status, and Proficiency in English

	Percentage of all students in each category	Of students in each category percentage whose high school was		
		urban	suburban	rural
All Students	100.0%	21.7%	47.6%	30.8%
High School GPA				
0 to 1.59	15.5	34.1	40.6	25.3
1.60 to 2.59	43.9	21.8	48.3	29.9
2.60 to 3.29	27.7	17.8	49.0	33.3
3.30 or higher	12.9	14.6	50.6	35.0
Ability Quartile				
Low	25.0	28.8	39.3	32.0
26-50%	24.6	21.2	46.5	32.5
51-75%	25.2	18.3	49.7	32.0
High	25.2	17.2	55.0	27.8
Handicap Status				
Handicapped	8.7	18.8	52.7	28.6
Not handicapped	91.3	21.7	47.4	30.9
Enrollment in Bilingual Program				
In bilingual prog.	1.8*	19.7	57.6	21.2
Not in program	98.3*	21.7	47.4	30.9
ESL Enrollment Status				
Enrolled in ESL	0.4	56.3	37.5	6.3
Not enrolled in ESL	99.6	21.5	47.6	30.9
Home Language				
Non-English only	1.4	42.2	40.0	15.6
Non-English dmnt.	2.6	41.7	41.7	17.9
English dmnt.	9.0	21.6	53.0	25.3
English only	87.1	19.2	47.8	33.0

* Handicap student population estimates derived from 1987 National Assessment of Educational Progress Transcript File

Source: High School and Beyond Sophomore Transcript File

Participation of Postsecondary Students in the Vocational Education Curriculum

This section examines access to vocational education at the postsecondary level. All data described comes from the 1986-87 National Postsecondary Student Aid Study (NPSAS) and represents those students who were enrolled at less than two-year and two-year postsecondary institutions in October 1986. This section describes access to vocational education at the postsecondary level in terms of students' fields of study. In addition to showing the fraction of students enrolled in vocational education overall, the tables show the portion majoring in eight vocational fields: agriculture and natural resources, business and marketing, health, occupational home economics, trades and industry, technical and engineering, education and public service, and communications.

Overall, the results indicate that students in special population groups (i.e., the handicapped, the academically disadvantaged, and the economically disadvantaged) enter vocational education at rates equal to or greater than other postsecondary students. The findings also show that unlike students in other special populations groups, those who were economically disadvantaged attended proprietary schools at greater rates than other postsecondary students. Given that the greater emphasis in serving economically disadvantaged students found in the Applied Technology Education Amendments of 1989 (H.R.7), this has implications for the distribution of federal funds at the the postsecondary level.

Handicapped Students

As part of the NPSAS study, students were asked to indicate whether or not they had one of the following handicapping conditions: a specific learning disability, a visual handicap, hard of hearing, deafness, a speech disability, an orthopedic disability, or a health impairment. Table 7 below compares the fraction of students who were majoring in specific vocational areas and who reported one or more of these handicapping conditions with those who did not report having a handicapping condition. Overall, undergraduates with handicaps were just as likely to major in vocational education as those undergraduates who were not handicapped. Although the table shows some small numerical differences between handicapped and non-handicapped students, these differences were not significant.

Table 7
Percentage of 1986-87 Undergraduates with Vocational Majors by Handicap

	All Vocational Fields	Agri-culture	Bus/ Mktg	Health	Occup Home Econ	Trades & Ind	Tech and Engin	Educ/ Public Service	Communication
Handicapped	81.43	0.73	28.41	9.66	5.19	7.94	18.87	9.50	1.13
Not handicapped	82.62	0.64	32.83	11.46	4.23	7.70	16.68	7.81	1.28

Academically Disadvantaged Students

Another special needs group identified in this research was academically disadvantaged undergraduates. As stated in the 1984 Perkins Act, the term academically disadvantaged refers to those students "who require special services and assistance in order to enable them to succeed in vocational education."[10] Two characteristics were used to identify students who might somehow be considered academically disadvantaged: college grade point average and remediation during the first year of postsecondary enrollment. Both characteristics show similar patterns for participation in vocational education.

Since students who received inadequate secondary training may perform less well in college, grade point averages may be one indication of academic disadvantage. Table 8 shows the fraction of students at public and private, not-for-profit postsecondary institutions with varying grade point averages who were majoring in a vocational subject area.[11] Compared to students with higher grades, students with lower GPAs (less than 2.0) were just as likely to have been concentrating in vocational education as students with higher grades. Undergraduates with GPAs between 2.0 and 2.4 were also enrolled in vocational education at rates similar to those of students with higher grades.

Another indication of having been academically disadvantaged is the need for remediation during the first year of postsecondary enrollment. About 41 percent of the undergraduates enrolled at two-year and less than two-year institutions during the fall of 1986 stated that they had received remedial instruction in either writing, reading, mathematics, study skills, or some other area. As shown in Table 8 those undergraduates who received remedial instruction participated in vocational education at the postsecondary level at rates equal to those of students who did not. Eighty-three percent of the students with remedial education were majoring in vocational subjects, compared to 80 percent of those with no remedial education.

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[10] Section 521(12).

[11] The grade point averages shown in Table # have been standardized on a four-point scale with 4 = A, 3 = B, 2 = C, and 1 = D.

Table 8
Percentage of Undergraduates with Vocational Majors by Academic Characteristics

	All Vocational Fields	Agri-culture	Bus/ Mktg	Health	Occup Home Econ	Trades & Ind	Tech and Engin	Educ/ Public Service	Commun-ication
Grade point average									
Lt 2.0	79.48	1.00	40.89	8.46	0.04	3.67	16.72	7.59	1.10
2.0 to 2.4	77.93	0.64	31.69	13.13	1.22	4.16	17.34	8.48	1.28
2.5 to 2.9	80.71	0.77	28.72	12.72	3.72	3.66	19.11	10.03	1.98
3.0 to 3.4	78.31	1.06	27.82	12.18	1.03	6.02	19.98	8.87	1.34
GE 3.5	76.46	0.45	32.66	9.31	2.84	5.41	15.47	10.10	0.23
Remedial education									
None	80.05	0.80	32.55	10.73	3.25	6.75	16.96	7.89	1.12
Some	82.57	0.58	32.34	11.72	2.55	7.34	18.67	7.83	1.52

Economically Disadvantaged Students

Another special population group identified by the 1984 Perkins Act was the economically disadvantaged. Since the proposed legislation would increase the emphasis of federal vocational education policy on serving this group, these students are of particular interest. Two variables in the NPSAS data set can be used to identify students who were economically disadvantaged: family income status and parent's education.

As part of the NPSAS survey students were asked to estimate the total income for their parents during the previous year. Since both financially independent and dependent students responded to this question, it provides a good estimate of the economic background. The students' family income status was somewhat associated with participation in vocational education (Table 9). Those from lower income families (less than $11,000 and $11,000 to 16,999) were slightly more apt to have been majoring in a vocational subject than students from the highest income group ($50,000 or more). Students in the two intermediate family income categories participated at rates comparable to those of low income students.

To the extent that education and socioeconomic status are closely linked, parent's education also serves as an indication of having been economically disadvantaged. The variable "parent's highest education" shows the highest level of education completed by either the student's mother or father. The finding of this research shows that students with parents who did not have any postsecondary education (less than high school diploma or high school diploma only) were just as likely to participate in vocational education as those whose parents had any postsecondary education. In addition, those students whose parents did have any postsecondary education participated in vocational education at greater rates than students whose parents had advanced and/or professional degrees.

Table 9
Percentage of Undergraduates with Vocational Majors by Economic Characteristics

	All Vocational Fields	Agri-culture	Bus/ Mktg	Health	Occup Home Econ	Trades & Ind	Tech and Engin	Educ/ Public Service	Commun-ication
Family income status									
Less than $11,000	82.64	0.73	31.38	11.55	5.94	8.71	15.04	8.06	1.24
$11,000-16,999	84.97	0.44	33.19	10.76	3.71	8.95	19.11	7.61	1.19
$17,000-22,999	85.67	0.08	36.56	10.34	2.83	7.02	17.26	9.47	2.12
$23,000-29,999	79.71	0.17	27.54	12.76	3.38	6.91	20.51	7.06	1.40
$30,000-49,999	81.95	0.60	32.95	10.48	3.19	7.05	18.88	7.71	1.08
$50,000 plus	75.82	0.70	29.64	8.97	3.71	5.12	17.16	9.26	1.26
Parent's highest education									
Less than high school	84.63	0.42	34.69	10.87	4.72	8.84	15.46	9.10	0.54
High school diploma	84.14	0.71	33.70	12.60	4.23	7.72	17.83	6.35	1.00
Voc tech/some pse	82.11	0.60	30.33	12.19	3.93	7.97	18.03	7.67	1.39
AA/2 yrs of college	82.38	1.21	32.06	9.35	3.66	8.82	17.47	8.30	1.50
BA or BS	80.05	0.56	29.79	9.08	3.53	6.04	18.34	10.21	2.49
Advanced degree	75.28	0.09	31.11	10.39	3.15	5.35	13.87	9.50	1.82

Where postsecondary special populations are enrolled

If enacted, the Applied Technology Education Amendments of 1989 (H.R. 7) will represent a dramatic change in the direction of federal vocational education policy and in the targeting of federal monies at the postsecondary level. To the extent that H.R. 7 increases the targeting of funds to serve the economically disadvantaged, the proposed legislation effects the postsecondary institutions serving different special population groups.

Overall, the vast majority of students (83 percent) who enrolled in less than four-year institutions were attending public two-year institutions, more commonly known as community colleges (Table 10). An additional 3 percent were enrolled at public vocational technical schools; 3 percent at private junior colleges; less than 1 percent at private less than two-year institutions; 4

percent were enrolled at proprietary junior colleges; and 8 percent were enrolled at two-year proprietary institutions. In most instances, the distribution of special population groups closely reflects the distribution found among students generally. The exception to this general observation is found among students who may have been economically disadvantaged. Students from low income family backgrounds (either below $11,000 or between $11,000 and 16,999) were disproportionately enrolled in proprietary schools. Students whose parents did not have any postsecondary education were also disproportionately enrolled at greater rates in proprietary less than two-year schools.

Increased emphasis on serving the economically disadvantaged has direct implications for federal funds at the postsecondary level. Given the greater proportion of low income students enrolled at proprietary less than two-year schools, these schools may receive a larger portion of the federal funds available for applied and technical education at the postsecondary level.

Table 10
Distribution of Undergraduates by Type of Institution by Handicap Status and Academic and Economic Characteristics

	Public		Private		Proprietary	
	Two-Year	Less than Two-Year	Two-Year	Less than Two-Year	Two-Year	Less than Two-Year
Total	82.99	2.57	2.66	0.33	3.94	7.52
Handicapped status						
Not handicapped	83.19	2.48	2.66	0.33	3.96	7.38
Handicapped	81.43	3.23	2.64	0.31	3.79	8.60
Family income status						
Less than $11,000	76.45	3.82	2.90	0.47	4.87	11.50
$11,000-16,999	78.75	3.48	2.80	0.31	4.66	10.00
$17,000-23,999	83.27	1.95	3.05	0.23	4.53	6.97
$24,000-29,999	85.38	1.75	2.36	0.30	4.28	5.94
$30,000-49,999	87.28	1.86	2.77	0.23	3.84	4.02
$50,000 plus	89.56	0.91	3.18	0.25	2.82	3.28
Parent's highest education						
Less than high school	76.45	3.82	2.90	0.47	3.79	11.55
High school diploma	78.75	3.48	2.80	0.31	5.14	8.15
Voc tech/some pse	83.27	1.95	3.05	0.23	3.67	5.58
AA/2 yrs of college	85.38	1.75	2.36	0.30	2.76	5.32
BA or BS	87.28	1.86	2.77	0.23	3.16	5.36
Advanced degree	89.56	0.91	3.18	0.25	2.40	3.28
Grade point average[†]						
Less than 2.0	97.44	0.00	2.44	0.12	NA	NA
2.0 to 2.4	97.14	0.21	2.51	0.14	NA	NA
2.5 to 2.9	97.00	0.19	2.59	0.22	NA	NA
3.0 to 3.4	96.81	0.34	2.68	0.17	NA	NA
3.5 or higher	97.05	0.28	2.54	0.12	NA	NA
Remedial education						
None	86.05	2.40	2.55	0.27	3.32	5.40
Some	88.27	1.71	1.83	0.21	2.82	5.16

[†] Since grades were not available for students who were attending proprietary institutions, the distributions shown here are quite different than those shown for students possessing other characteristics.

Senator KASSEBAUM. I am very pleased that Senator Dodd has come. He will take over the hearing, because I unfortunately have a conflict. If I may, I will ask one question, and give Senator Dodd a chance to catch up; it isn't fair to turn it over to him right at this point.

Mr. Rosenstock, you mentioned that you thought one of the difficulties that exist with concerns about matching fund requirements were that they are not well-understood, and that the States themselves were not utilizing what latitude they might have in working with that problem. And I guess I would like to ask Representative Sherlock to comment on that. Do you think that there is perhaps lack of communication about the matching fund requirement?

Mr. SHERLOCK. I really couldn't answer for him. I think in our State, we are deeply appreciative of the current arrangement, and in fact our State is modelled on a strong State control of vocational education, simply because we have so many small communities, and we are really in the process of coming very close to 100 percent, other than what the Federal contribution is, 100 percent State support of vocational education.

Senator KASSEBAUM. It has not been a problem with some of the communities with matching funds?

Mr. SHERLOCK. It has not been a problem because of our specific State aid to education arrangement; maybe someone else may be experiencing that, but we are not.

Senator KASSEBAUM. I gather from what you are saying there is some latitude there. So, if a district is having difficulty with matching funds, the State board of education——

Mr. ROSENSTOCK. Yes. May I read a sentence from Section 502(b) of the Act? "The non-Federal contribution for the costs of vocational programs, services and activities for the handicapped and the disadvantaged under Part A of Title II shall be furnished equitably by the State, from State and local sources, except that the non-Federal contributions of such costs shall be furnished by the State from State sources if the State board determines that an eligible recipient cannot reasonably be expected to provide such costs from local sources." Yes.

Senator KASSEBAUM. Well, it seems to me you are doing a valuable service if you are helping to interpret our legislation. We could always use that assistance.

Thank you very much. I appreciate the testimony and am happy to turn it over to Senator Dodd.

Senator DODD [presiding.] Thank you very much, Senator Kassebaum, and I apologize to the panelists, particularly the first panel, as well as members of this panel for coming by a bit late. I am deeply interested in the subject matter.

Let me ask one question of all of you. There is a debate going on, and as you look at the allocation of resources under this legislation, current law, of course, divides the moneys 57-43, with 57 percent going for the special populations and 43 percent going for program improvements. There is an argument as to whether or not these moneys are being divided up properly and whether or not we are reaching the people we want to.

One of the suggestions has been to put all of the money, in program improvements and then target to special populations rather than trying to divide this money along some formula that we get locked into.

I wonder if each one of you might comment on whether or not you think that recommendation would make more sense than the present formula breakdown, and if so why, and if not, why not.

Dr. **Benson**. Senator Dodd, I myself go for the idea of combining program improvement and targeting as one title. The amount of Federal money is very limited. There is this economic requirement that schools that are serving inner-city youth can be lifted up; we can no longer get along with thinking we have a surplus of people in this country to do the work of the country. So I would say that the idea of targeting the money on inner-city schools with the central focus on improvement of schools through, among other means, integration of academic and vocational education, that that is the priority.

I was involved in the national assessment of the 1976 amendments, and at that time our concern was that, yes, the States were under requirements to distribute money by a formula, and there were certain variables to be in the formula, and the Congressional intent appeared to be to improve the career job prospects of special populations. Nevertheless, the money could be spent on special populations in programs that led to very short-term employment and low-wage employment.

In other words, it was not enough to improve access of special populations to vocational education; the objective, it seemed to us, should be to improve access of special populations to high-grade vocational education, which is what I think this approach you describe would get at.

Thank you, sir.

Mr. **Sherlock**. Senator, I too would emphasize that a bifurcated fiscal policy which has "x" percent for program improvement and another percent for very distinct populations would probably be a mistake at this point in time. I have some 30 years of experience as a State director and a professor of special education, and I think other current policy which calls for integration of the handicapped and disadvantaged within enterprises such as vocational education are extant enough—there is enough awareness that we need to improve in those areas—but specifying a real amount of money for that may interfere with the creativity that we really need at this point in time to make the change that we need to make.

I would say we need to make change, and the more rigid the fiscal policy is on that change, the greater the potential is that we won't make it.

Senator **Dodd**. I agree with that.

Ms. Ellis?

Ms. **Ellis**. Senator, I will be pleased to respond to that. There is a definite need for serving disadvantaged and handicapped. There is also a definite need for program improvement. I doubt very seriously if States will allocate funds to serve disadvantaged and handicapped. I think that will have to be the Federal level.

There is also a tremendous need in States in the area of program improvement to develop curricula, for staff development, for inservice kinds of meetings. And I know of no big corporation that does not have money reserved for staff development, for research, and for some exemplary kinds of activities. If that can all be done together in one part, perhaps the needs can be met.

Mr. ROSENSTOCK. And we are concerned that States don't have a very good track record in making funding allocation decisions of this type as well—which encouraged political battles among various special groups and with those best-organized having the best advantage.

In any event, for those special populations for which there are major interstate variations, a more responsible reform would be to change the Federal allocation of those funds to the States.

If the set-aside is not required at district level, there is no means of determining whether these funds are actually spent for the special services needed to enable special needs populations to succeed.

The experience in Chapter II block grants, I think, is instructive——

Senator DODD. On that point—I have sort of embraced that view over the years as well—I am beginning to discover that there is a greater degree of sensitivity at the State level than at the Federal level. I am finding it in one area after another. Just on children's issues, I find the States are way ahead of us, far more aggressive, far more creative than anything I am finding in this town, by and large, at least at the Federal bureaucratic level—I find good people around town who are involved in these issues, but in terms of the Federal Government, they are light-years behind what is going on in communities and States across the country.

Isn't that changing in this area as well?

Mr. ROSENSTOCK. Well, I guess our concern is what type of assurances you have that the services are in fact going to be provided.

Senator DODD. What kind of assurances do you get if you get Washington interested in it? [Laughter.]

Senator DODD. I really mean that. I think that was the standard. I grew up in that era when it was Washington that was way ahead of everybody else on some of this stuff. And what has happened in the last decade or so, it seems to me, is that has changed—out of necessity, in many ways—States have had to do things because they could not rely on this Government coming forward with ideas. I am not looking for an argument. I just wonder if you would agree with that notion, generally.

Mr. ROSENSTOCK. Well, I wouldn't entirely agree with the notion that the States are taking a more progressive view, and therefore the Federal Government should abdicate its responsibilities.

Senator DODD. I didn't say "abdicate".

I didn't mean to provoke—I have just watched it in other areas, and maybe it is frustration after ten years here.

I appreciate very much, and I know Senator Pell does and the rest of the committee, as well as your contribution to this effort. There may be some additional questions that other committee members will have for you as we move forward in trying to mark up this bill. But certainly your participation and your involvement is tremendously appreciated, and I want to thank all four of you for being here.

Thank you very much.

I'll invite our last panel to join us: Dr. Dale Parnell, President of the American Association of Community and Junior Colleges; Dr.

George D. Harris—a special welcome—President of the Greater New Haven State Technical College, Bloomfield, CT; Dr. John D. Rowlett, Vice President for Academic Affairs and Research and Dean of the Faculties, Eastern Kentucky University, Richmond, KY, on behalf of the American Association of State Colleges and Universities; Ms. Jane E. Adair, Director of Communications, Association of Independent Colleges and Schools; and Mr. Rene R. Champagne, President and Chief Executive Officer, ITT Educational Institutes, Indianapolis, IN, for the National Association of Trade and Technical Schools.

We have this wonderful contraption that we are going to try and live with here, because you have all been patient. We always have a special welcome for the last panel—you have been here the longest, but you also have the benefit of having heard others testify, and you can modify your statements accordingly.

I know you all have prepared statements, and those statements, if you so desire, will be included in the record in full. And for the sake of moving things along, I'm going to ask each one of you to summarize your remarks and try and live with this clock that will give you a warning of about 30 seconds to go; so if you can keep it down to five minutes apiece, we can get through the statements and get to a couple of questions before we have to wrap this hearing up this morning.

I would ask you to begin in the order I have introduced you.

Dr. Parnell, we welcome you here this morning and are delighted you are with us.

STATEMENT OF DR. DALE PARNELL, PRESIDENT, AMERICAN ASSOCIATION OF COMMUNITY AND JUNIOR COLLEGES, WASHINGTON, DC

Dr. **Parnell.** Thank you, Senator Dodd.

I am Dale Parnell, President of the American Association of Community and Junior Colleges. As a representative of 1,200 community, technical and junior colleges, I am pleased to offer testimony on the Tech-Prep bill, S. 439, and the over-arching issues involved in the Perkins Act reauthorization, S. 1109.

My first general statement is that there is a compelling Federal interest in developing a world-class work force. We tend to get a question from time to time about why should the Federal Government be interested in this subject. And I cannot think of any subject more interesting and more urgent for the Federal Government than to develop a world-class work force, one that will compete on the international scene. We simply have to outwork them, outsmart them, and outproduce them.

And yet, as I look on the other side, I see 50 percent of the high school students in this country wandering around in the academic desert called "general education", which doesn't prepare them for work, and it doesn't prepare them for anything much in postsecondary education. We simply cannot afford to waste our human resources. I think it was Eric Hoffer who made the statement, "We bring young people up and tell them not to waste their time, and then we let them waste their lives." So if there is one thing that we ought to be doing in the area of vocational and technical education, it is to prevent human waste.

So I bring you today seven basic recommendations that our association would like you to consider in the reauthorization of Senate Bill 1109.

Undergirding that is a genuine desire to see you upgrade and update the Perkins Act to meet the need of our rapidly changing information and technological society. The Perkins Act, if you go through and analyze it, was really designed to meet the needs of an industrial age kind of society, and we need to update it to meet the needs of the kinds of changes that I see happening in our technological society.

The first change that we urge you to make is to change the name. We would like to see this called the Perkins Technical Education Act. I give a lot of talks to high school students around the country, and my background is as high school teacher, high school principal, State school superintendent as well as community college person. So I spent 40 years in trying to change the image of vocational education, and I want to say as one person that I think I have utterly failed, and I think most of my colleagues have because vocational education is still a program for somebody else's kid; he simply was born with a fundamental birth defect called "prestige deficiency", and somehow we have to overcome that. And if we can overcome it by changing the name—and by the way, when I talk about technical education to high school students in particular, and adults, I find I get a whole different reaction—a whole different reaction. It is an image in the mind.

Walter Lippman said we all operate on the basis of pictures in our heads rather than real facts.

Senator **Dodd**. I think that is a very good point. This colleague is deceased, and he will go unnamed, but I once heard him suggest to Marshal Tito that the fundamental problem that Yugoslavia had was its name, and if they would just change their name, things would improve. Marshal Tito, of course, couldn't believe that a member of the United States Congress would make that recommendation—but I actually heard it.

Dr. **Parnell**. Well, it's not far off from our problem with vocational education. It is something so fundamental. I cannot believe how many intelligent people could look at a problem for so long, and all the reform reports, and miss the idea of applied academics. That is my second recommendation: build the new Act around the idea of applied academics. We cannot afford the luxury of saying liberal arts is over here, and technical education is over here. We simply must have an integration. That is one reason why I would push for a good floor of at least 20 percent of this money being allocated for some kind of State coordination. We are going to have to have a lot of curriculum work on applied communications, applied math, applied physics, applied chemistry.

Quickly, to hit the others. Split the funding, with floors of 40 percent for postsecondary, 40 percent for secondary, and I would hold 20 percent out for State coordination and the abundant curriculum work that needs to be done.

Require articulation between secondary and postsecondary and overall coordination with other human resource development agencies in the State.

Don't overlook the adults. We have a tremendous host of adults that are going to have to be upgraded in their skills one way or another, and of course, community, technical and junior colleges do a lot of that work. And develop a Federal strategy for human resource development. We don't really have a strategy or a policy in this country to develop the most precious resource in our Nation, called the human resource. I'd like to see the Perkins Act be one leg of that. There would certainly be other legs of any kind of national human resource development action.

And finally, I would urge you to incorporate the tech-prep associate degree program as outlined in Senate Bill 439 into the Perkins Act as a major part of the Act.

Thank you.

Senator DODD. Thank you very much, Dr. Parnell.

[Prepared statement of Dr. Parnell follows:]

PREPARED STATEMENT OF DALE PARNELL

Mr. Chairman, I am Dale Parnell, President of the American Association of Community and Junior Colleges. The community, technical, and junior colleges are pleased to offer testimony on your Tech Prep bill, S. 439, and the overarching issues facing the nation in the Perkins Act reauthorization.

The development of a world-class workforce holds a key to continuing success in our U.S. competition with the rest of the world. It is also the key to solving many of the pressing challenges we face socially, economically and demographically. By developing an applied academics program as outlined in S. 439, the education of millions of students will be improved. Allow me to share a couple of quotes with you from people who are now making the Tech-Prep/Associate Degree program work.

M. Doug James, Superintendent, Richmond County Schools, Hamlet, North Carolina wrote, "I would have to say that the (Tech Prep/Associate Degree) program has had the greatest impact on secondary education in Richmond County since high school consolidation in 1971. Previous to Tech Prep, 25 percent of our high school students were enrolled in our pre-college program and 75 percent in the general academic/vocational curriculum. Now, over 30 percent are enrolled in the pre-college curriculum and another 30 percent in our Tech Prep program which involves a more rigorous academic and technological course of study...

"Our faculty, students, and community are very supportive of the Tech Prep Program. Personal comments from students indicate that their perception of the program, its rigor and quality, is held in high regard just as the pre-college program. Vocational/technical teachers exhibit much pride in their departments. Business and industrial executives have been most helpful and supportive.

"It is our strong feeling that our Tech Prep Program (4+2), four years in high school and two years in community college, is a practical, effective approach to preparing a high percentage of youth for the rapidly changing technological job market. It is also a program that could be replicated in most high schools across the country."

Don Christensen, English Teacher, North Salem High School, Salem, Oregon wrote: "Our 1988-89 school year came to a close Tuesday, June 13th. I think the year was a success for all my students, especially the Tech Prep/Associate Degree applied academics oriented classes. Many students shared positive comments about the value of the assignments. One turn of events that surprises me is an increased interest in college. In the past we had a few students enroll at Chemeketa Community College. This year over 50 students have begun the paperwork for classes this fall. The applied academics materials made students aware of the two-year programs and the cost saving of the college transfer program."

Such comments are fresh testimony to how America's 1,224 community, technical, and junior colleges have changed and continue to change higher education dramatically. By universalizing access to higher education and training, they have helped millions of Americans to move into the economic mainstream. And their importance to the nation's economic and human resource development continues to grow.

The American worker is being asked to improve both productivity and quality. All this occurs at a time of both rapid technological change and sweeping demographic change. Before the year 2000 about 70 percent of the nation's jobs will require some training beyond the high school. Even as the dropout rates in our urban centers hover around 50 percent, urban America remains, paradoxically, the focus of much job creation.

American economic health is directly tied to the degree to which the nation overcomes the growing job skill mismatch. National economic productivity is dependent upon a favorable resolution of our unacceptable dropout rate.

We believe that the unfocused general education curriculum found in most high schools is a major culprit in the nation's dropout rate and the declining competency of new job entrants. The general education curriculum, which has been the curriculum of choice for the majority of the dropout population, began with noble intentions. The result has been an unmitigated disaster.

Mr. Chairman, we look to the combination of your Tech Prep Education Act and a restructured and redirected Perkins Act aimed at applied academics to usher in a long overdue revolution in vocational education. These bills should challenge the faculties and administrators of both community colleges and high schools to clear the educational path of academic fluff and replace it with a clearly marked, cohesive secondary-postsecondary program that we like to call "applied academics."

By applied academics, we mean an alternative track that is just as rich in basics and just as attractive to students as the college prep programs -- and just as rich in career and postsecondary potential. The single most important thing Congress can do for vocational-technical education, and for the country's future workforce, is to insist upon building strong bridges between secondary and postsecondary technical education, training, and retraining. If the next Perkins Act provided for nothing more than a vast expansion and deepening of this articulation, it would be a landmark act. The Tech Prep/Associate Degree program is well worth the $200 million authorization that H.R. 7 provides. If enacted this year, it should be funded immediately.

No one could do a better job than you have done, Mr. Chairman, in your statement opening the reauthorization hearings last month, to spell out the central issues and directions to be pursued in this legislation. We applaud your emphasis on such priorities as giving vocational students the best academic foundations possible, targeting funds to better serve the economically disadvantaged, building strong "two-plus-two" linkages, and ensuring state-of-the-art content in the program.

As the nation's largest network of formal technical education, and adult training and retraining, the community, technical, and junior colleges urge the Committee also to consider the following yardsticks in the reauthorization of the Perkins Act:

** Special incentives should be developed to encourage the widespread development of cooperative Tech Prep/Associate Degree programs.

** Federal incentives aimed at job skill enhancement should be orchestrated to produce a coherent national strategy for human resource development.

** Funding should be targeted to those institutions that demonstrate the capacity to deliver education consistent with national need.

** Policy making bodies should consistently include community, technical, or junior college representatives at national state, and local levels to enhance program coordination.

** Federal incentives should be aimed at stimulating collaborations between educational institutions and public and private employers.

** They should enhance the flow of "state-of-the-art" equipment, facilities, and materials to those institutions that are critical to the development of a world-class workforce.

** They should be directed toward those institutions that have demonstrated a capacity and willingness to serve adult populations with serious basic and workplace skill deficiencies.

** They should continue to leave enough targeting flexibility to serve the underemployed under the assumption that underemployment is also an undesirable outcome -- and that pending skill shortages can be filled by these good workers.

Consistent with all of these objectives, the bill should provide a basic grant of 40 percent for postsecondary instruction in the associate degree granting institutions. The powerful demographic shifts, the down cycle in secondary population, plant and worker dislocations, and the surging global and technological competition all underscore the pressing need for dramatic improvements in technical education and recurring skill upgrades on the adult level. The nation's network of community, technical, and junior colleges are the network best positioned and best prepared to meet the challenges.

Mr. Chairman, the goal of this bill, and of every other federal program that addresses human resource development, should be a world-class workforce. Unless we succeed in upgrading the American workforce to match the skill standards of our most advanced competitors, we are likely to see little relief from the budget and trade deficits and demographic pressures which now beset us. On the other hand, if we succeed in this quest, there will be plenty of jobs, good jobs, for all Americans who are qualified. But, the big question is, how will they become qualified? We think the development of the Tech Prep/Associate Degree program all across the country is at least one large answer. Thank you again for this opportunity to testify.

Senator DODD. Dr. Harris—and welcome. It is nice to have a Connecticut constituent here.

STATEMENT OF DR. GEORGE D. HARRIS, PRESIDENT, GREATER NEW HAVEN STATE TECHNICAL COLLEGE, NORTH HAVEN, CT

Dr. HARRIS. Thank you very much, Senator. I want to bring you greetings from your constituents in the higher education community in Connecticut. We are very proud of the work that you are doing here.

I am George Dewey Harris, President of Greater New Haven State Technical College, which is located in North Haven, CT and for the past six years a member of the Connecticut State Council on Vocational-Technical Education.

I appreciate the opportunity to come before you today to convey my support for the work you are doing to strengthen the administrative delivery system and effectiveness of vocational-technical education programs and services throughout the Nation.

No one can refute or ignore two basic findings contained in a national study on vocational education programs recently published by the Department of Education—(1) that more than half of the Nation's vocational high schools and postsecondary institutions have experienced a significant decline in overall student enrollments since 1985, and (2) that those postsecondary institutions that have experienced enrollment growth are most likely to attribute the increase to a heightened awareness of vocational-technical careers at the secondary school level and intensified recruitment efforts at the postsecondary level.

I would like to point out that Greater New Haven State Technical College has found that its pre-college academic program, which is our local version of the Tech-Prep Program being introduced by Senator Pell, has been an effective tool for us in motivating and preparing high school students for entry into our rigorous engineering technology programs. There are several different versions of Tech-Prep programs operating in Connecticut at the present time.

While the name, format and curricula of each program may differ, a common characteristic of each is that the curricula transcends the governmental and political structures within which our secondary and postsecondary institutions operate.

At Greater New Haven Technical College, we start at the junior high school level. We offer a technology orientation program on Saturdays for junior high school boys and girls who manifest an interest in the field of engineering technology. It is mandatory that the parents and guardians of these youngsters participate in at least one of the orientation sessions. At the high school level, we offer a broad academic menu of math, science and technology courses for junior and seniors at their respective high schools. These high schools earn both high school and college academic credits for participating students. Both programs have proven to be effective.

During our first year of the program, we entered into an articulation agreement with one area high school and enrolled 20 students in our pre-college academic program. Five of the program participants entered our 1988 freshman class following their graduation from high school.

During the second year of the program, we enrolled 140 students from nine area high schools, 35 of whom subsequently enrolled in this year's entering freshman class. This represents as 25 percent return rate on our college academic program.

Consequently, we hope to enroll 300 students in our pre-college program this year and enroll 25 of those in our 1990 freshman class.

In addressing our problem of enrollments, the college was compelled to seek answers to two fundamental questions: (1) Why weren't more high school students who went on to college pursuing careers in technology-related fields, and (2) What could the college do to encourage a higher percentage of the available pool of high school graduates to attend our college?

The answers to these questions require that consideration be given to the demographic changes that occurred in the region with the last decade. Our review of these conditions revealed that the predominantly smokestack industrial production economy that characterized the region has shifted to a predominantly technology-based service economy, a change that had the effect of creating large numbers of displaced and unskilled workers and an inadequate supply of technologically-competent workers, which was a crucial factor for the high-tech industries that wished to expand or transform their base of operations in our region.

The identification of the source of the labor force necessary to fill these jobs was a problem yet to be resolved. In a 1977 report prepared by the Connecticut Council on Public Expenditures, demographers projected that in 1988, the region would experience a 43 percent decline in the number of high school graduates, and that 62 percent of those who planned to attend college would attend a college or university in another State.

We also found that Connecticut, as with the rest of the Nation, has an acute under-representation of minorities and women in these high-tech-related occupations. Available demographic data suggests that minorities and women will constitute the majority of Connecticut's available work force in the year 1990 and the years beyond.

In addition, the median age of Connecticut's current manufacturing and industrial work force is approximately 50 years of age, while the median age of the business sector employees is approximately 35 years of age. These statistics suggest that the majority of high school students who are entering the State's labor force within the past decade chose careers in the business sector rather than the manufacturing sector.

The college realized that in order to fulfill its mandate to develop and sustain a technologically-skilled work force to meet the labor demand in the region, it had to focus its efforts on upgrading the skills level of the available work force through education, training and retraining, as well as to place special emphasis on the recruitment of women and minorities to fill the empty seats in our classrooms that resulted because of changing demographic and competing economic conditions.

On February 14, 1987, the college extended invitations to 38 school superintendents of the region served by the college to discuss a concept that offered tremendous potential for increasing the number of high school students and graduates pursuing technical careers—the Two-plus-Two program advocated by Dr. Dale Parnell, President of the American Association of Community and Junior Colleges. It was the unanimous agreement of those in attendance that unless we made a combined effort to address the problem, the empty seats in the math and science classrooms yesterday will continue to translate into an empty seat in our postsecondary institutions today and subsequently in an empty work station in our high-industries tomorrow.

Thank you.

Senator Dodd. Thank you very much, Dr. Harris. We are very proud of the fact that Connecticut has taken the lead in this area.

[Prepared statement of Dr. Harris (with attachments) follows:]

PREPARED STATEMENT OF DR. GEORGE D. HARRIS

I AM GEORGE DEWEY HARRIS, PRESIDENT OF GREATER NEW HAVEN STATE TECHNICAL COLLEGE, LOCATED IN NORTH HAVEN, CONNECTICUT, AND FOR THE PAST SIX YEARS A MEMBER OF THE CONNECTICUT STATE COUNCIL ON VOCATIONAL-TECHNICAL EDUCATION. I APPRECIATE THE OPPORTUNITY TO COME BEFORE YOU TODAY TO CONVEY MY SUPPORT FOR THE WORK YOU ARE DOING TO STRENGTHEN THE ADMINISTRATIVE DELIVERY SYSTEMS AND EFFECTIVENESS OF VOCATIONAL/TECHNICAL EDUCATION PROGRAMS AND SERVICES THROUGHOUT THE NATION.

ALTHOUGH I HAVE NOT BEEN INVITED TO SPEAK ON THE IMPORTANCE OF STATE COUNCILS, NEVERTHELESS, I WORK IN TWO ENVIRONMENTS THAT WILL BE AFFECTED BY THE EVENTUAL OUTCOME OF THE LEGISLATION THAT YOU ARE CONSIDERING TODAY ... AS PRESIDENT OF A TWO-YEAR TECHNICAL COLLEGE SERVING AN URBAN AREA and AS A MEMBER OF THE CONNECTICUT STATE COUNCIL ON VOCATIONAL-TECHNICAL EDUCATION.

TO RISK OVER-SIMPLIFICATION, STATE COUNCILS WERE ESTABLISHED TWENTY YEARS AGO AS A MEANS TO STRENGTHEN VOCATIONAL/TECHNICAL EDUCATION IN THE NATION THROUGH THE ACTIVE INVOLVEMENT OF THE PRIVATE SECTOR, WORKING WITH THE PUBLIC SECTOR, IN PLANNING AND ADVISEMENT CONCERNING THE DELIVERY OF VOCATIONAL/TECHNICAL PROGRAMS AND SERVICES. MANY HOURS OF VOLUNTEER TIME HAVE BEEN DEVOTED BY THE THOUSANDS OF DEDICATED PERSONS WHO ARE PRESENTLY SERVING, OR WHO HAVE SERVED ON THESE STATE COUNCILS, IN THE HOPE THAT THEIR EFFORTS WOULD RESULT IN THE ENHANCEMENT, EQUITY, ACCESSIBILITY AND QUALITY OF THE VOCATIONAL/TECHNICAL PROGRAMS FOR WHICH THEY WERE GIVEN OVERSIGHT RESPONSIBILITY. THE STATE COUNCILS REPRESENT A VALUABLE NATIONAL RESOURCE THAT SHOULD NOT BE OVERLOOKED.

IN CONSIDERING THE REAUTHORIZATION OF THE CARL D. PERKINS VOCATIONAL EDUCATION ACT, I URGE THE SENATE TO CLARIFY AND STRENGTHEN THE OVERSIGHT RESPONSIBILITIES OF THE STATE COUNCILS BY INCLUDING LEGISLATIVE LANGUAGE THAT WILL ENSURE PROGRAM OUTCOME ACCOUNTABILITY THROUGH INCREASED INVOLVEMENT OF PRIVATE SECTOR REPRESENTATIVES.

INCREASED INVOLVEMENT OF THE PRIVATE SECTOR COULD SERVE AS THE VEHICLE FOR THE CONTINUOUS UPGRADING AND IMPROVEMENT OF VOCATIONAL/TECHNICAL EDUCATION AND AT THE SAME TIME GUARANTEE THE RIGHT TO A "WORLD-CLASS" EDUCATION

DESIGNED TO EQUIP OUR STUDENTS WITH THE TECHNICAL SKILLS NECESSARY TO SUCCEED IN A HIGHLY COMPETITIVE MARKET PLACE. I AM CONFIDENT THAT THE STATE COUNCILS ON VOCATIONAL-TECHNICAL EDUCATION ARE CAPABLE, READY AND WILLING TO FURTHER CONGRESSIONAL INTENT THAT PUBLIC/PRIVATE SECTOR PARTNERSHIPS BE STRENGTHENED GIVEN COMMENSURATE RESPONSIBILITY, RESOURCES AND AUTHORITY IN THE REAUTHORIZATION. MANY IN THE PRIVATE SECTOR (BUSINESS, INDUSTRY AND LABOR) EXPRESS CONCERN THAT EDUCATION HAS NOT BEEN RESPONSIVE TO WORKPLACE ISSUES AND THAT CHANGE OCCURRING IN EDUCATION IS NOT UNIFORMLY MEETING EMPLOYMENT NEEDS. ONLY THROUGH PUBLIC/PRIVATE SECTOR PARTNERSHIPS WILL VOCATIONAL/TECHNICAL EDUCATION TRULY BECOME A BRIDGE FOR ALL OF EDUCATION TO SUSTAIN AND RESHAPE THE ECONOMY OF OUR NATION TO MEET THE COMPETITIVE CHALLENGES WHICH INEVITABLY LIE AHEAD IN THE NEXT DECADE AND CENTURY.

FINALLY, I ASK YOUR FAVORABLE CONSIDERATION OF THE RECOMMENDATIONS PERTAINING TO TECHNICAL EDUCATION SUBMITTED TO THE 101ST CONGRESS IN THE POLICY GUIDE, AMERICA'S COMMUNITY, TECHNICAL AND JUNIOR COLLEGES. SPECIFICALLY; DESIGNATION OF STATE TECHNICAL AND COMMUNITY COLLEGES AS THE AGENCIES RESPONSIBLE FOR DEVELOPING THE POSTSECONDARY COMPONENT OF THE STATE PLAN; ESTABLISHING A FUNDING FLOOR OF AT LEAST 40% OF ALL TITLES FOR POSTSECONDARY EDUCATION, AND THE ENACTMENT AND FUNDING OF INCENTIVE GRANTS FOR PARTNERSHIPS BETWEEN HIGH SCHOOLS AND COLLEGES.

THE IMPLICATIONS FOR SETTING A NEW DIRECTION FOR VOCATIONAL/TECHNICAL EDUCATION IN THE NATION THROUGH THE REAUTHORIZATION OF THE CARL D. PERKINS VOCATIONAL EDUCATION ACT HAVE BEEN DISCUSSED IN DEPTH BY THE CONNECTICUT STATE COUNCIL ON VOCATIONAL-TECHNICAL EDUCATION. THE CONNECTICUT COUNCIL HAS SENT A STATEMENT OUTLINING OPINIONS AND RECOMMENDATIONS CONCERNING THIS IMPORTANT PIECE OF LEGISLATION TO OUR SENIOR UNITED STATES SENATOR, CHRISTOPHER J. DODD, A COPY OF WHICH IS INCLUDED AS AN ADDENDUM TO MY WRITTEN TESTIMONY.

NOW, I WILL ADDRESS THE SPECIFIC TOPIC FOR WHICH I HAVE BEEN INVITED TO DISCUSS WITH THE SUBCOMMITTEE: THE TECH-PREP PROGRAM.

TESTIMONY OF DR. GEORGE D. HARRIS
JULY 27, 1989

NO ONE CAN REFUTE OR IGNORE TWO BASIC FINDINGS CONTAINED IN A RECENT STUDY PUBLISHED BY THE DEPARTMENT OF EDUCATION'S ASSESSMENT OF VOCATIONAL EDUCATION PROGRAMS IN THE NATION...

1. MORE THAN HALF OF AREA VOCATIONAL SCHOOLS AND POSTSECONDARY INSTITUTIONS HAVE EXPERIENCED A DECLINE IN OVERALL STUDENT ENROLLMENTS; AND
2. POSTSECONDARY INSTITUTIONS WITH INCREASES IN ENROLLMENT IN VOCATIONAL PROGRAMS WERE MOST LIKELY TO ATTRIBUTE THIS UPSWING TO STUDENT INTEREST IN VOCATIONAL EDUCATION OR TO INCREASED RECRUITMENT OF STUDENTS.

I WOULD LIKE TO POINT OUT THAT GREATER NEW HAVEN STATE TECHNICAL COLLEGE HAS FOUND THAT ITS PRE-COLLEGE ACADEMIC PROGRAM, WHICH IS OUR LOCAL VERSION OF THE TECH-PREP PROGRAM CONTAINED IN SENATOR PELL'S BILL, HAS BEEN AN EFFECTIVE TOOL FOR US TO MOTIVATE AND PREPARE HIGH SCHOOL STUDENTS FOR ENTRY INTO OUR RIGOROUS ENGINEERING TECHNOLOGY PROGRAMS. THERE ARE SEVERAL DIFFERENT VERSIONS OF TECH-PREP PROGRAMS OPERATING IN CONNECTICUT AT THE PRESENT TIME. WHILE THE NAME, FORMAT AND CURRICULUA OF EACH PROGRAM MAY DIFFER, A COMMON CHARACTERISTIC OF EACH IS THAT THE CURRICULA TRANSCENDS THE GOVERNMENTAL AND POLITICAL STRUCTURES WITHIN WHICH THE SECONDARY AND POSTSECONDARY INSTITUTIONS OPERATE.

AT GREATER NEW HAVEN STATE TECHNICAL COLLEGE, WE START AT THE JUNIOR HIGH SCHOOL LEVEL. WE OFFER A TECHNOLOGY ORIENTATION PROGRAM ON SATURDAYS ON OUR CAMPUS FOR JUNIOR HIGH SCHOOL BOYS AND GIRLS WHO MANIFEST AN INTEREST IN THE FIELD OF ENGINEERING TECHNOLOGY. IT IS MANDATORY THAT PARENTS OR GUARDIANS OF THESE YOUNGSTERS PARTICIPATE IN AT LEAST ONE OF THE ORIENTATION SESSIONS. AT THE HIGH SCHOOL LEVEL WE OFFER A BROAD MENU OF MATH, SCIENCE AND TECHNOLOGY COURSES FOR JUNIORS AND SENIORS AT THEIR RESPECTIVE HIGH SCHOOLS. THESE COURSES EARN BOTH HIGH SCHOOL AND COLLEGE ACADEMIC CREDITS FOR THE PARTICIPATING STUDENTS. BOTH PROGRAMS HAVE PROVEN TO BE SUCCESSFUL.

DURING OUR FIRST YEAR OF THE PROGRAM, WE ENTERED INTO AN ARTICULATION AGREEMENT WITH ONE AREA HIGH SCHOOL AND ENROLLED 20 STUDENTS IN OUR PRE-COLLEGE ACADEMIC PROGRAM. FIVE OF THE PARTICIPANTS ENTERED OUR FRESHMAN CLASS FOLLOWING THEIR GRADUATION FROM HIGH SCHOOL. DURING THE SECOND YEAR OF THE PROGRAM, WE ENROLLED 140 STUDENTS FROM NINE AREA HIGH SCHOOLS ... THIRTY-FIVE OF WHOM SUBSEQUENTLY ENROLLED IN OUR FRESHMAN CLASS UPON THEIR GRADUATION. THIS REPRESENTS A TWENTY-FIVE PER CENT RETURN RATE FOR OUR EFFORTS. THIS YEAR WE EXPECT TO ENROLL 300 HIGH SCHOOL STUDENTS IN OUR PRE-COLLEGE ACADEMIC PROGRAM.

WHILE THIS PROGRAM HAS PROVEN TO BE EFFECTIVE, IT IS IMPORTANT TO TELL YOU WHY AND HOW WE DEVELOPED AND ENTERED INTO THESE ARTICULATION AGREEMENTS WITH OUR AREA SECONDARY SCHOOLS.

GREATER NEW HAVEN STATE TECHNICAL COLLEGE WAS CREATED BY THE CONNECTICUT STATE LEGISLATURE IN 1977 FOR THE PRIME PURPOSE OF DEVELOPING A TECHNOLOGICALLY SKILLED LABOR FORCE TO MEET THE LABOR DEMANDS IN THE REGION SERVED BY THE COLLEGE. THE COLLEGE WAS DESIGNED TO SERVE APPROXIMATELY 38 MUNICIPALITIES IN THE SOUTH CENTRAL REGION OF THE STATE.

THE INTRODUCTION OF RADICALLY DIFFERENT PRODUCTION TECHNOLOGIES HAS HAD A PROFOUND IMPACT ON THE WAY A SIGNIFICANT SEGMENT OF OUR POPULATION EARNS ITS LIVING. IN MOST URBAN COMMUNITIES, THE RAPID ADVANCE OF TECHNOLOGICAL DEVELOPMENT HAS FAR OUTSTRIPPED THE CAPABILITIES OF EDUCATIONAL INSTITUTIONS TO DEVELOP A LABOR FORCE THAT POSSESSES THE PREREQUISITE KNOWLEDGE AND SKILLS NEEDED BY THE EMERGING AND TRANSFORMING HIGH TECH BUSINESSES AND INDUSTRIES. THESE PREREQUISITES ARE ESSENTIAL FOR THEM TO SUSTAIN A COMPETITIVE EDGE IN WHAT HAS BECOME AN INTERNATIONAL MARKETPLACE AND GLOBAL ECONOMY.

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THE COLLEGE EXPERIENCED AN AUSPICIOUS BEGINNING. ALTHOUGH SMALL IN SIZE IN COMPARISON TO MANY TECHNICAL COLLEGES THROUGHOUT THE COUNTRY, ITS ENROLLMENT INCREASED OVER 400% DURING THE FIRST FIVE YEARS OF ITS EXISTENCE (TO A POINT WHERE THE COLLEGE HAD TO DENY ADMISSION TO MANY WORTHY APPLICANTS). FROM 1983 THROUGH 1986 THE COLLEGE'S ENROLLMENT PLUMMETED FROM 1,443 STUDENTS TO JUST OVER 800 ... A DECLINE OF NEARLY 45 PER CENT. HOWEVER, IT IS IMPORTANT TO NOTE THAT THE DECLINE IN STUDENT ENROLLMENT THAT TOOK PLACE AT GREATER NEW HAVEN MIRRORED A TREND THAT HAD OCCURRED THROUGHOUT THE NATION.

BECAUSE OF THE NARROW PARAMETERS OF OUR CURRICULUM, EXPANDING THE CURRICULUM TO ENCOMPASS NON-TECHNOLOGICAL FIELDS OF STUDY TO OFFSET THE PRECIPITOUS ENROLLMENT DECLINE WAS NOT AN OPTION AVAILABLE TO US. HOWEVER, SINCE 1987 OUR ENROLLMENTS HAVE STABILIZED AND HAVE BEGUN TO REFLECT A SLIGHT INCREASE. THIS INCREASE, IN PART, CAN BE ATTRIBUTED TO THE ENROLLMENT OF STUDENTS FROM OUR PRE-COLLEGE ACADEMIC PROGRAM.

IN ADDRESSING OUR PROBLEM OF ENROLLMENTS, THE COLLEGE WAS COMPELLED TO SEEK ANSWERS TO TWO FUNDAMENTAL QUESTIONS ...

1. WHY WEREN'T HIGH SCHOOL STUDENTS WHO WENT ON TO COLLEGE PURSUING CAREERS IN TECHNOLOGICALLY RELATED FIELDS, AND
2. WHAT COULD THE COLLEGE DO TO ENCOURAGE A HIGHER PERCENTAGE OF THE AVAILABLE POOL OF HIGH SCHOOL GRADUATES TO ATTEND OUR COLLEGE?

ANSWERS TO THESE QUESTIONS REQUIRED A THOROUGH ANALYSIS OF THE DEMOGRAPHIC CHANGES THAT OCCURRED IN THE REGION WITHIN THE LAST DECADE. OUR REVIEW OF THE CHANGING ECONOMIC CONDITIONS REVEALED THAT THE PREDOMINANTLY SMOKESTACK INDUSTRIAL PRODUCTION ECONOMY OF THE REGION HAD SHIFTED TO A PREDOMINANTLY TECHNOLOGICALLY BASED SERVICE ECONOMY ... A CHANGE THAT HAD THE EFFECT OF

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JULY 27, 1989

CREATING LARGE NUMBERS OF DISPLACED AND UNSKILLED WORKERS. AN ADEQUATE SUPPLY OF TECHNOLOGICALLY COMPETENT WORKERS WAS A CRUCIAL FACTOR FOR THOSE HIGH TECH INDUSTRIES THAT WISHED TO EXPAND OR TRANSFORM THEIR BASE OF OPERATION IN THE REGION.

HIGH TECHNOLOGY INDUSTRIES OFFER THE GREATEST POTENTIAL FOR THE ECONOMIC GROWTH AND REVITALIZATION OF OUR URBAN COMMUNITIES. ACCORDING TO JOBS FOR CONNECTICUT'S FUTURE, AN EXECUTIVE REPORT COMPILED IN JANUARY 1986, AREAS OF TECHNOLOGY THAT ARE PROJECTED TO HAVE THE GREATEST INFLUENCE ON CONNECTICUT'S ECONOMY INCLUDE ...

AEROSPACE, AVIONICS, BIOTECHNOLOGY, ENERGY SYSTEMS, MATERIALS TECHNOLOGY (INCLUDING DISPOSAL), MEDICAL TECHNOLOGY, TELECOMMUNICATIONS, TRANSPORTATION, ELECTRICAL EQUIPMENT, CHEMICAL, PRECISION INSTRUMENTS, COMPUTER APPLICATIONS, QUALITY ASSURANCE AND WATER MANAGEMENT.

THE IDENTIFICATION OF THE SOURCE OF THE LABOR FORCE NECESSARY TO FILL THESE JOBS WAS A PROBLEM YET TO BE RESOLVED. THE PROFILE OF THE TYPICAL STUDENT WHO ENROLLED IN GREATER NEW HAVEN STATE TECHNICAL COLLEGE FROM 1977 THROUGH 1983 WAS WHITE ... MALE ... AND A SECOND OR THIRD GENERATION AMERICAN ... WHO HAD AVERAGE SAT MATH AND VERBAL SCORES OF 550 AND 400 RESPECTIVELY. IN A 1977 REPORT PREPARED BY THE CONNECTICUT COUNCIL ON PUBLIC EXPENDITURES, DEMOGRAPHERS PROJECTED THAT IN 1988 THE REGION WOULD EXPERIENCE A FORTY-THREE PER CENT DECLINE IN THE NUMBER OF HIGH SCHOOL GRADUATES AND THAT SIXTY-TWO PER CENT OF THOSE WHO PLANNED TO ATTEND COLLEGE WOULD ATTEND A COLLEGE OR UNIVERSITY IN ANOTHER STATE.

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IN ADDITION, THE MEDIAN AGE OF THE CONNECTICUT CURRENT MANUFACTURING INDUSTRIAL WORK FORCE IS APPROXIMATELY FIFTY YEARS OF AGE, WHILE THE MEDIAN AGE OF THE BUSINESS SECTOR EMPLOYEE IS APPROXIMATELY THIRTY-FIVE YEARS. THOSE STATISTICS SUGGEST THAT THE MAJORITY OF THE HIGH SCHOOL STUDENTS WHO ENTERED THE STATE'S LABOR FORCE WITHIN THE LAST DECADE CHOSE CAREERS IN THE BUSINESS SECTOR RATHER THAN THE MANUFACTURING/INDUSTRIAL SECTOR.

WE ALSO FOUND THAT CONNECTICUT HAS, AS WITH THE REST OF THE NATION, AN ACUTE UNDER-REPRESENTATION OF MINORITIES AND WOMEN IN THESE HIGH-TECH RELATED OCCUPATIONS. AVAILABLE DEMOGRAPHIC DATA SUGGEST THAT MINORITIES AND WOMEN WILL CONSTITUTE THE MAJORITY OF THE AVAILABLE WORK FORCE IN 1990. ABOUT ELEVEN PER CENT OF THE STATE'S POPULATION IS MINORITY, AND IF WE WERE TO PROJECT THE CURRENT GROWTH TREND THROUGH THE YEAR 2000, WE WILL FIND THAT SIX OUT OF TEN ENTRANTS INTO THE WORK FORCE WILL BE FEMALE, AND FOUR OUT OF TEN AVAILABLE WORKERS WILL BE MINORITY PERSONS.

THE COLLEGE REALIZED THAT IN ORDER TO FULFILL ITS STATUTORY MANDATE TO DEVELOP AND SUSTAIN A TECHNOLOGICALLY SKILLED LABOR FORCE TO MEET THE LABOR DEMAND IN THE REGION, IT HAD TO FOCUS ITS EFFORTS ON UPGRADING THE SKILL LEVEL OF THE AVAILABLE WORK FORCE THROUGH EDUCATION, TRAINING AND RETRAINING, AND PLACE SPECIAL EMPHASIS ON THE RECRUITMENT OF WOMEN AND MINORITIES TO FILL THE EMPTY SEATS IN OUR CLASSROOMS THAT RESULTED BECAUSE OF CHANGING DEMOGRAPHIC AND COMPETING ECONOMIC CONDITIONS.

I HAVE USED THIS PART OF MY TESTIMONY TO ILLUSTRATE THE CURRENT AND PROTRACTED NEED FOR CONNECTICUT'S BUSINESSES AND INDUSTRIES TO HAVE A TECHNOLOGICALLY COMPETENT WORK FORCE, AND THE VITAL ROLE THAT THE SECONDARY AND POSTSECONDARY INSTITUTIONS MUST PLAY IN ORDER TO MEET THAT OBJECTIVE.

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I WILL NOW DESCRIBE HOW AND WHY GREATER NEW HAVEN DEVELOPED ITS PRE-COLLEGE ACADEMIC PROGRAM.

ON FEBRUARY 14, 1987, THE COLLEGE EXTENDED INVITATIONS TO THE THIRTY-EIGHT SCHOOL SUPERINTENDENTS OF THE REGION SERVED BY THE COLLEGE TO DISCUSS A CONCEPT THAT OFFERED TREMENDOUS POTENTIAL FOR INCREASING THE NUMBER OF HIGH SCHOOL STUDENTS AND GRADUATES PURSUING TECHNICAL CAREERS. THE 2 + 2 PROGRAM, ADVOCATED BY DR. DALE PARNELL, PRESIDENT OF THE AMERICAN ASSOCIATION OF COMMUNITY AND JUNIOR GOLLEGES, WHICH HAD A RECORD OF PROVEN SUCCESS IN SEVERAL AREAS OF THE COUNTRY WHERE COLLABORATIVE ARRANGEMENTS BETWEEN SECONDARY AND POSTSECONDARY INSTITUTIONS PLAYED A CRITICAL ROLE IN SUSTAINING THE ECONOMIC VITALITY OF THE REGION, WAS DISCUSSED BY THE TWENTY-EIGHT SUPERINTENDENTS, OR THEIR DESIGNEES, WHO ATTENDED THE CONFERENCE.

THE OBJECTIVES OF THE CONFERENCE WERE ...

1. TO DEVELOP AN AWARENESS AMONG THE PARTICIPANTS THAT THE QUALITY OF THE EDUCATIONAL OFFERINGS AND OPERATIONS OF OUR RESPECTIVE EDUCATIONAL INSTITUTIONS WERE INEXTRICABLY BOUND TO THE ECONOMIC VITALITY OF THE BUSINESSES AND INDUSTRIES LOCATED IN THE REGION SERVED.

   WE CONCURRED THAT THE LOSS OF BUSINESS AND INDUSTRIAL PRODUCTION IN OUR REGION, TRANSLATED INTO REDUCED PRODUCTIVITY, REDUCED ECONOMIC GROWTH AND CONSEQUENTLY, REDUCED REVENUES FOR PUBLIC SERVICES.

2. TO REAFFIRM OUR PROFESSIONAL COMMITMENT TO THE CONCEPT OF LIFELONG LEARNING.

WE CONCURRED THAT THE STRUCTURE OF OUR EDUCATIONAL DELIVERY SYSTEM HAD TO BE CHALLENGED. OUR PROFESSIONAL OBLIGATION TO DEVELOP COMPREHENSIVE EDUCATION AND TRAINING PROGRAMS FOR OUR STUDENTS TRANSCENDED THE GOVERNMENTAL AND POLITICAL STRUCTURES WITHIN WHICH WE WERE COMPELLED TO OPERATE. WE DECIDED THAT WE MUST BUILD BRIDGES BETWEEN OUR LEARNING INSTITUTIONS.

3. TO RECOGNIZE AND EXAMINE THE CURRICULUM GAP THAT EXISTS BETWEEN TECHNICAL EDUCATION PROVIDED AT THE SECONDARY SCHOOL LEVEL AND THE POST-SECONDARY EDUCATION LEVEL.

   WE CONCURRED THAT EDUCATION IS A SERIES OF STEPPING STONES FOR INTELLECTUAL DEVELOPMENT AND THAT WE SHOULD STRIVE TO BUILD CURRICULA WITHOUT SEAMS ... A CONTINUOUS RIBBON OF KNOWLEDGE.

4. TO ACKNOWLEDGE THE SIGNIFICANCE OF MATHEMATICS, SCIENCE AND ORAL AND WRITTEN COMMUNICATIONS WITHIN OUR RESPECTIVE CURRICULA.

   WE CONCURRED THAT PROFICIENCY IN THESE SUBJECT MATTER AREAS IS FUNDAMENTAL TO SUCCESS IN TECHNICAL, AS WELL AS NON-TECHNICAL CAREERS.

5. TO CONFRONT THE ISSUES THAT CAUSE A GROWING NUMBER OF OUR YOUTH TO EXHIBIT A DISINCLINATION TO PURSUE CAREERS IN VOCATIONAL/TECHNICAL FIELDS THAT ARE CRITICALLY IMPORTANT TO THE SOCIAL, CULTURAL AND ECONOMIC STABILITY OF OUR COMMUNITY AND OUR NATION.

> WE CONCURRED THAT OUR CURRICULUM SHOULD INSTILL A SENSE OF DIGNITY AND PRIDE IN ONE'S CHOSEN OCCUPATION, PARTICULARLY FOR THOSE STUDENTS WHO CHOOSE TO PURSUE A TECHNICAL/VOCATIONAL OCCUPATION, AND TO DISCOURAGE THE DEVELOPMENT OF ELITIST ATTITUDES IN THOSE STUDENTS WHO CHOOSE TO PURSUE NON-TECHNICAL CAREERS.

WE RECOGNIZED THE FACT THAT UNLESS WE COMBINED OUR EFFORTS TO ADDRESS THESE PROBLEMS, THE EMPTY SEAT IN THE MATH AND SCIENCE CLASSROOMS OF OUR HIGH SCHOOLS YESTERDAY, WILL CONTINUE TO BE REFLECTED AS AN EMPTY SEAT IN OUR POSTSECONDARY EDUCATIONAL INSTITUTIONS TODAY ... AND CONSEQUENTLY, WILL CONSTITUTE AN EMPTY WORK STATION IN OUR HIGH TECH MANUFACTURING INDUSTRIES TOMORROW.

TWO PROGRAMS THAT EVOLVED FROM THE CONFERENCE WERE ... GREATER NEW HAVEN STATE TECHNICAL COLLEGE'S TECHNICAL ORIENTATION PROGRAM (TOPS), WHICH OPERATES AT THE JUNIOR HIGH AND MIDDLE SCHOOL LEVEL, AND THE PRE-COLLEGE ACADEMIC CREDIT PROGRAM DESIGNED FOR JUNIOR AND SENIOR HIGH SCHOOL STUDENTS. I HAVE ENCLOSED COPIES OF A BROCHURE THAT GIVES COMPLETE DETAILS OF THESE PROGRAMS. I WOULD BE PLEASED TO ANSWER QUESTIONS THAT YOU MAY HAVE CONCERNING THEIR OPERATION AND EFFECTIVENESS.

SCOVE
State Council on Vocational-Technical Education
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ADELINE SOLOMON
West Hartford

To: The Members of the Subcommittee
on Education, Arts and Humanities
SD-648 Dirksen Senate Office Building
Washington, D.C. 20510

Re: Statement on Reauthorization

Date: July 27, 1989

The Connecticut State Council on Vocational-Technical Education believes that the Senate is provided a unique leadership opportunity through the Reauthorization of the Carl D. Perkins Vocational Education Act to help create an environment and vehicle by which vocational-technical education can play a much more effective role than ever before in helping to meet the immense competitive challenges our Nation faces. Thus, in the exercise of this leadership role, vocational-technical education will be given the tools to become more responsive to the changing demographics and nature of the workplace and to technologically-based occupations. To meet these challenges which are national and even international in scope, we urge the Congress to seek and nurture new solutions and directions for vocational-technical education. In our view, which we hope the Senate will share, there must be a highly visible national commitment and a high priority to reaching these goals.

A shrinking pool of available persons for the workforce dictates that each person be properly educated and equipped with employable skills to enter the workforce. To achieve this goal, federal funds should leverage funding, including local, state and private sources. The direct involvement of the private sector should be actively solicited to help establish priorities, to devise a plan to attain the goals as established, and to design an assessment of what has been achieved. Federal funds must be directed to those populations and areas of greatest needs. Economically disadvantaged persons, those with handicapping conditions, women and minorities must be assured ready accessibility to programs offering them the skills and technical knowledge taught in vocational-technical programs so that they will share in the opportunity to become productive citizens and enjoy the benefits of higher paying jobs. In addition to the more obvious personal benefits to be derived by these individuals, the Nation will profit through a proportionate increase in its worldwide competitive posture.

H.R.7, the measure recently passed by the House of Representatives in the reauthorization of the Carl D. Perkins Act, has a number of positive and commendable features which we believe deserve your attention and consideration including:

1. High quality vocational-technical education is encouraged in the House version to become an integral component of a comprehensive education. We believe the Senate should concur and strengthen the language so that the legislative intent is absolutely clear.

The Connecticut State Council on Vocational-Technical Education has long advocated the inclusion of quality vocational-technical education as a component in the common core of learning and was instrumental in securing the enactment of such a policy statement in the Connecticut Statutes and in State Board of Education policy.

2. A linkage of vocational-technical courses in secondary school programs to the technical course offerings in the two-year colleges (community, private and/or technical) to assure that the availability of a sequence of technical courses are offered which lead to greater technical skills and proficiencies held by these students.

3. Much improved coordination and articulation between and among the seven federally supported, outcome-related programs as a major federal mandate and goal.

4. Strengthened Career Guidance Programs in the schools and colleges and a renewed emphasis on the professional development of counselors.

We believe that much can be gained through implementation of the above provisions of H.R.7, however we strongly urge that consideration of the issues of continuity, policy establishment and private sector oversight of both education and job placement be given top priority in the Senate version.

The State Council on Vocational-Technical Education is encouraged that H.R.7 proposed many needed changes, however we are concerned that the resulting removal of a vital part of the educational system from the policy making structure shifts the focus to the providers of services in the context of training, not education. Provisions of H.R.7 must be directed to policy development and implementation if the legislation is to affect real change in education. Though education and training share many common goals, each has a different design and methodology. Education is a highly structured, long-term endeavor which by its nature and setting is concerned with the needs of a person to fully function in all segments of society (i.e. reading, writing, computing, thinking and reasoning). While training, though there may be some overlap with education activities, primarily focuses on the immediate employability needs of a person so that the individual may quickly function in the workplace (i.e. limited skill acquisition).

In order to achieve the goals of improved coordination of quality public education (vocational-technical education as an integral component) with employment and training programs, we believe it is necessary to authorize two separate Councils in each State: one for Education and a second for Training.

Federally mandated private sector input in vocational-technical education has focused primarily on an advisory role; consultation and evaluation of programs, after the fact. The need exists for the private sector to have a more meaningful role in policy and planning for vocational-technical education in order to assist in needed program changes. Private sector representatives have expressed their concern that vocational/technical education is not responsive to workplace issues and the changes that have occurred in education have not uniformly met their employment needs.

Our recommendations for strengthening the State Vocational-Technical Education Councils follow:

1. Increase private sector membership on the Council, with two-thirds of a fifteen member body from the private sector (business/industry, agriculture and labor).

2. Council activities and mandates must include monitoring, evaluating performance, advising and recommending on policy issues. The State Councils should assist in the development of criteria for occupational skills (utilizing the expertise of private sector Technical Committees) leading to the adoption of State policies and a State Plan. By maintaining a relationship with local private sector technical committees, the State Council would be better able to monitor the program plans in advance of their adoption and provide criteria for occupational skills necessary for program improvement. This process will assist educators to secure appropriate input from the private sector for programs and policy development and implementation.

3. Preserve the independence and autonomous role of the State Council, with definite provisions for the independent employment of staff and an independent fiscal agent.

4. A stronger role for the State Council in policy and planning at the State level must be incorporated in the Reauthorization. The State Council should have sign-off authority on the State Education Plan (in some states it could be a comprehensive plan, while in others this might be a Vocational-Technical Education Plan) and on the Coordination Plan.

5. The State Council should assist in the development of an evaluation plan for vocational-technical education, on both secondary and postsecondary levels, and monitor the implementation of the Plan.

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6. In addition, the State Councils should monitor the evaluation of all federally funded vocational-technical education and training programs in the State in order to address coordination in the delivery and their appropriateness to workforce needs.

7. The State Council should report biennially to the Governor, State Legislature and the State Agencies responsible for Elementary, Secondary and Higher Education on the condition of vocational, technical, occupational, adult and employment and training programs in the State.

With the incorporation of the above principles, the Act would provide the vehicle for vocational-technical education to incorporate changes to meet the educational and employment readiness needs of employers and individuals. Ultimately the Nation's competitive edge and sound economy would be assured.

GREATER NEW HAVEN STATE TECHNICAL COLLEGE

and

AREA PUBLIC SCHOOLS PARTNERSHIP PROGRAMS

An Overview
of

THE TECHNICAL ORIENTATION PROGRAM

and

THE PRE-COLLEGE ACADEMIC CREDIT PROGRAM

Scheduled
for
1987-1988

GNHSTC is an Affirmative Action/Equal Opportunity Employer

Dear Fellow Educator:

I urge you to join Greater New Haven State Technical College in an exciting educational partnership - GNHSTC's *Technical Orientation Program* and the *Pre-College Academic Credit Program.*

I believe, and hope you concur, that it is essential for public institutions of learning to work in concert to provide the most efficient and effective educational system for our citizens. We have a professional obligation to assist our citizens in realizing their fullest intellectual potential and greatest skills development so that they can be gainfully employed; thereby, becoming contributing and economically independent members of our community. This charge is even more significant in those communities that are characterized as "high tech" industrial-business based economic regions, such as the greater New Haven metropolitan region, where education systems must pay "special" attention to the complex task of providing a highly skilled and technologically competent work force to sustain the "high tech" economic base of the region. .

The degree of success of today's youth in tomorrow's workplace will be used to judge the quality of the education they received from us during their formative years. Society will ask whether or not we, as professional educators, provided the vision, leadership and resolve necessary to meet the educational needs of future generations.

For us to ignore this compelling need to work together in order to provide a rich and diverse menu of educational experiences for our citizens is to abrogate our responsibility as professional educators.

Please join with GNHSTC in a joint effort to make the educational environment of our community the most effective, and most efficient, the most rewarding and the most visionary of any region in Connecticut.

Your partner in education,

George D. Harris, President
Greater New Haven State Technical College

OUR COMMITMENT TO YOU

Greater New Haven State Technical College is committed to developing an educational partnership with Regional Public School Systems by providing programs such as our *Technical Orientation Programs* (TOPS) and our *Pre-College Academic Program*. Each is designed to make our engineering technologies and other technology-related programs more attractive and accessible to your students.

The *Pre-College Academic Credit Program* provides personalized college-level credit courses at their "home" high school during the school day, taught by college-appointed "home" high school teachers.

This approach provides a unique opportunity for students to earn, and place in escrow, college credits before graduating from public high school.

The Technology Orientation Program

(TOPS) is an awareness workshop designed primarily to meet the special needs of middle school minority and female students by involving them in technology-oriented academic subjects on two consecutive Saturdays. Each student will recieve four *(4)*, 45 minute activity classes *(math and/or science)* plus one local field trip, as well as a brief film exposure to positive role models from the selective fields of engineering technology related topics. They will end their experience by participating in a *"graduation ceremony"*.

The objective of the TOPS program is to expose the students to a wide range of career options in selective fields of engineering technology by giving them a "hands-on", fun approach to learning and career exploration.

A LOOK AT THE TWO PROGRAMS

TOPS *(Technology Orientation Program)*

- TOPS will focus on minority and female middle school and high school students who, as a group, are under represented in engineering and engineering technology college programs, and consequently, in engineering technology related occupations.
- The TOPS program is designed to increase student awareness of the benefits and requirements of a career in technology. This awareness should occur early enough in their public school program to enable them to select the appropriate math and science courses that are prerequisites for admission to the College's rigorous academic programs.
- Throughout the TOPS experience, participants will be encouraged to strengthen their basic mathematic and science skills while still in elementary/secondary school. It is anticipated that this career awareness approach will lead to further technical career exploration by the student, and eventually, to a successful career in an engineering technology occupation.
- The TOPS program is designed as a "fun/learning/awareness" activity for students.
- Each TOPS program will be conducted on two consecutive Saturdays (9:00 a.m. to 1:45 p.m.) at the GNHSTC campus for groups of approximately 16 public school students.
- GNHSTC will supply the entire staff. Faculty will be assigned from the College's full-time teaching roster.
- GNHSTC will supply breakfast and lunch for the TOPS students.

The Pre-College Academic Credit Program

- The objective of the *Pre-College Academic Credit Program* is to expose secondary school students to a wide range of engineering technology career options during the early phase of their secondary school education.
- The *Pre-College Academic College Program* will allow participating secondary school students to earn engineering technology course credits for college level courses, while at the same time, satisfying high school academic credit requirements. The major strengths of this program are: *(1)* to identify those students who wish to pursue a career in engineering technology, *(2)* enable them to initiate study toward their career choice at the earliest possible opportunity, and *(3)* to reduce academic redundancy by

permitting them to complete courses that are recognized for credit by both their high school and by the College.

CAREER ASSESSMENT AND EXPLORATION

We believe Greater New Haven State Technical College is a valuable academic alternative for those students in your system who wish to develop an educational plan that will enable them to pursue a career in one of the engineering technology programs offered by GNHSTC such as:

- Biomedical Electronics Engineering Technology
- Computer Systems Technology
- Data Processing -
    Business Accounting Option
    Mathematics/Science Option
- Electrical Engineering Technology
- Manufacturing Engineering Technology
- Mechanical Engineering Technology
- General Engineering Technology
- Computer Electronics [illegible]

The benefits to the participating [illegible] are as follows:

- Each comprehensive and/or [illegible] can offer a more challenging [illegible] study to their academically gifted students on their own premises and taught by their own staff members.

- A true working partnership is established between the high school and the College for curriculum development projects.

- Students receive college credits for courses taken while still in high school and become acquainted with the academic requirements of their chosen career.

- An official college transcript will be furnished by GNHSTC if a student wishes to transfer academic credit earned at GNHSTC to another college or university.

The courses listed below have been recommended by the College for the *Pre-College Academic Credit Program:*

COM 110	Composition	4 credits
COM 120	Oral Communication	4 credits
ECO 112	Economics	4 credits
DAT 110	Intro to Data Proc	3 credits
MAT 110	Tech Math I	4 credits
MEC 113	Tech Drawing I	2 credits
LIT 221	Contemporary Lit	4 credits
LIT 222	Science Fiction	4 credits
PSY 220	Psychology	4 credits
CHE 120	Prin of Chemistry	4 credits

Calendar for the Pre-College Academic Credit Program

Pre-college academic credit courses will be scheduled to complement the student's and school's normal class schedule.

Summer School Option

School systems also have the option of carrying over the Pre-College Academic Credit Program into their respective summer school offerings, thereby adding a new focus to the generic definition "Summer School" by offering college credit courses. These courses would be taught by the school system's own members at the home school or by college instructors at the College campus.

GREATER NEW HAVEN
STATE TECHNICAL COLLEGE
88 Bassett Road
North Haven, Connecticut 06473

Contact Person:

DIRECTOR-ADMISSIONS

Telephone No. 234-3343 or 234-3334

Senator DODD. Dr. Rowlett?

STATEMENT OF DR. JOHN D. ROWLETT, VICE PRESIDENT FOR ACADEMIC AFFAIRS AND RESEARCH AND DEAN OF THE FACILITIES, EASTERN KENTUCKY UNIVERSITY, RICHMOND, KY, ON BEHALF OF AMERICAN ASSOCIATION OF STATE COLLEGES AND UNIVERSITIES

Dr. ROWLETT. Senator Dodd, I am John Rowlett from Eastern Kentucky University. I am pleased to have the opportunity to present testimony on behalf of the American Association of State Colleges and Universities.

There are about 375 institutions in this country that are similar to Eastern Kentucky University. These schools began as normal schools, later became teachers' colleges, State colleges, and then comprehensive State universities.

These institutions are for undergraduate programs and graduate programs, and perhaps it is one of the best-kept secrets as far as Federal funding is concerned. They also operate community colleges of a technical type, community colleges internal to the institutions, that provide individuals for gainful employment.

In 1981, there were 185 such institutions involved, State colleges and universities, enrolling over 120,000 students in some 2,200 degree programs. In 1985, this number had increased to 225.

If we look at Kentucky, there are 14 publicly-supported community colleges in our State. Only five of these community colleges awarded more associate degrees in 1987-88 than Eastern Kentucky University. And we see this kind of activity in a goodly number of the States.

Now, the Smith-Hughes Act of 1917 did not provide funding for these sorts of programs. They needed to be of less than college grade. But with the passage of the Vocational Education Act of 1963, this language was changed to less than baccalaureate-level programs. So these programs have been eligible for funding, based on merit, hopefully, since that time.

Unfortunately, these institutions were not a part of the Smith-Hughes tradition, and the funds that are distributed to institutions of this sort for community college programs have generally been uneven on the national level, meager generally, if they existed at all, and yet these programs are very often high-tech programs keyed to the needs of the economy and to the Nation, and they are getting very little funding.

The AASCU institutions have been attempting to make this point for a goodly number of years before this committee and the committee in the House. I would hope that as you consider this legislation, that you will look at language that is maybe just a little more explicit, to remind people who are making funding decisions that there are a large number of four-year State colleges and universities out there doing internally the same sorts of things that are done at Dr. Parnell's community colleges, one from a university campus, and one from another kind of campus. They are good programs.

For example, in the preparation of associate degree nurses, there was only one institution in Kentucky, a community college, this year that produced more associate degree-registered nurses than EKU. We do in fact serve community college functions, and we would like to be recognized for that.

As we move to the Tech-Prep education proposal, AASCU institutions are very excited about this. We want to participate, we want to work not only in the consortia, but we want to be involved in the teacher education programs. But again, here, we have a problem that we are a little bit nervous about, and this is the matter of language.

Now, I have talked with members of the staff of this committee and others to make sure that AASCU institutions were eligible. Yes, we are, if you get over into the fine print. But the fine print sometimes is overlooked by individuals when funding decisions are made.

Now, on the initial page of S. 439, the very first paragraph, you encourage consortia of local educational agencies and community colleges. Again, if you go to the fine print, you can find the community college has a broader definition. We would certainly respectfully request that you put a comma there and say "and State colleges and universities offering community college programs"—so everyone will understand upfront.

Third, let me urge that you look at the possibility of bridging a very important program begun in the George Barden Act of 1946, the preparation of licensed practical nurses, with the critical national need for nurses trained at the associate degree level, registered nurses.

There are hundreds of licensed practical nurses in Kentucky who were employed; many of them were place-bound. They have families, they have young children. They want to become registered nurses. And vocational education funds may be used for that purpose. These are people who are working. They cannot come to the campus full-time. And quite frankly, the Pell Grant in present form does not really adequately care for their needs.

I hope you will consider this. Thank you.

Senator DODD. I think those are some very good suggestions and I appreciate your raising them.

[Prepared statement of Dr. Rowlett follows:]

PREPARED STATEMENT OF DR. JOHN D. ROWLETT

Mr. Chairman and members of the Subcommittee. My name is John D. Rowlett and I have served as Vice President for Academic Affairs and Research and Dean of the Faculties at Eastern Kentucky University. I am in my thirty-ninth year as a member of the faculty at this institution and hold the academic rank of Professor of Industrial Education and Technology.

I am pleased to have the opportunity to present testimony regarding amendments to the Carl D. Perkins Vocational Education Act. This testimony is given on behalf of the American Association of State Colleges and Universities (AASCU).

The institution that I represent is a comprehensive state university that enrolled in the 1988 Fall Semester 13,664 students in associate, baccalaureate, and graduate programs. There are about 375 institutions in this nation that are similar to Eastern. Most began as normal schools for the preparation of teachers. Over the years these institutions evolved as teachers colleges, state colleges and then to become comprehensive state universities and colleges. These institutions make up the American Association of State Colleges and Universities. They are often referred to as "Schools of Opportunity." Many have open-admissions policies. These institutions serve large numbers of first generation college students. High-quality teaching is the first and dominant priority at AASCU institutions.

Eastern Kentucky University offers a broad range of baccalaureate degree programs including those in the traditional disciplines with a more limited range of masters programs. For purposes of this testimony, you should know that Eastern, like many other four-year public state colleges and universities, offers a variety of associate degree programs, community college programs if you will, to prepare individuals for gainful employment. By state statute and institutional mission, we are charged with this responsibility. We have accepted this reponsibility and, in Kentucky, we have done something about it. For example, in 1987-88, only five of Kentucky's 14 state supported community colleges awarded more associate degrees than Eastern. Only one of these community colleges, the one located in Louisville, awarded more associate degrees in nursing than Eastern. It is important that these community college programs on the campuses of state colleges and universities receive equitable funding. While the Smith-Hughes Act of 1917 did not provide support for programs at this level, the Vocational Education Act of 1963 removed this barrier. The funding for these associate degree programs on the campuses of state colleges and universities, in far too many instances, has been uneven and generally meager when it exists at all. Bear in mind, if you will, that these programs are just as eligible for funding as are the programs in trade and industrial education, agriculture, and home economics initially provided for in the Smith-Hughes Act.

Is Eastern Kentucky University unique as a university in offering associate degree programs to prepare individuals for gainful employment? Not at all.

Over the years Eastern Kentucky University, in cooperation with the American Association of State Colleges and Universities and the National Association of State Universities and Land-Grant Colleges, has conducted a series of studies to provide data on the extensive involvement of these institutions in offering less-than-baccalaureate level vocational and technical programs. In 1981, over 120,000 students were enrolled in almost 2200 "less-than-baccalaureate level" vocational and technical programs offered by 185 four-year AASCU and land-grant institutions. This was essentially double the number of programs and double the number of students when compared to the findings of a similar study conducted in 1971. We will conduct the same type of study early in the Fall of 1989. In the interim, I have conducted two additional studies, of a different type, to examine the involvement of regionally accredited baccalaureate degree granting institutions, public and independent, in offering associate degree programs. The findings are shown below:

	1982-83	1985-86	Change
Public	212	225	+13
Independent	270	311	+41

It is obvious that an increasing number of baccalaureate degree granting institutions, public and independent, are becoming involved in offering "less-than-baccalaureate level" programs to prepare individuals for gainful employment.

The involvement of state colleges and universities has been and continues to be extensive in offering "less-than-baccalaureate level" programs to prepare individuals for gainful employment. What we would like to achieve is funding levels commensurate with our efforts and contributions. Specifically, I recommend that language be included in the new law that states in clear, unmistakable terms, that "less-than-baccalaureate level" vocational and technical programs on the campuses of state colleges and universities are in fact eligible for funding and should receive equitable consideration for funding based on performance and merit, not tradition. You see, we are not part of the tradition that was established with the Smith-Hughes Act, and this may be a large part of the problem. I believe that vocational programs should be funded on the basis of performance and merit in relationship to preparing individuals for gainful employment for today and tomorrow in a highly competitive world economy. This means that there should be an on-going rigorous process of evaluating the need for and the quality of existing programs. This will lead to the phasing out of some programs, the modification of others, and the creation of new programs. We cannot afford a static situation. Rather, it must be fast-paced, fluid, and responsive. And we don't have the time to study something for three or four years before deciding that changes ought to be made.

I applaud the "Tech-Prep Education" concept included in S.439, S.658, and H.R.7. This is an excellent example of approaching both contemporary and future challenges and opportunities. It is an exciting concept and I believe it will work. I am confident that the many AASCU institutions that offer associate degree programs will welcome the opportunity to participate in the consortia provided for in "Tech-Prep Education." I know this will be true of Eastern Kentucky University. These same AASCU institutions will be ready; we have a strong track record and an historical precedent to provide the curriculum development and teacher education components associated with "Tech-Prep Education."

I strongly support the phased funding scheme for the "Tech-Prep Education" programs as provided in S.439, S.658, and H.R. 7. While there are some differences in percentages, the principle is sound. Federal assistance is provided over a five-year period on a declining scale. Institutions that may choose to participate know this up front. There is no illusion, no expectation, that federal funds will partially support a program "forever." As federal funds are phased out for a given program, funds should be made available, through reallocation, support new consortia.

But are AASCU institutions that offer associate degree programs in vocational and technical fields eligible to participate in "Tech-Prep Education"? I have been assured by several knowledgeable individuals that we are eligible, that we are included in what I regard as the "fine print" under definitions although we are not mentioned as a category of institutions. I am uncomfortable with this approach. I have learned that some people apparently do not read the "fine print." This is based partially on the experience of many AASCU institutions with the Vocational Education Act of 1963. This is reinforced by the language in S.439, S.658, and H.R. 7. For example, in S.439, in the initial paragraph, the language reads: "To establish a program of grants to consortia of local educational agencies and community colleges for the purpose of providing technical preparation education and for other purposes." No mention is made of four-year baccalaureate institutions that now provide associate degree programs. I hope you can understand why I am nervous about this language.

I recommend that the language be modified to read: "To establish a program of grants to consortia of local educational agencies, community colleges, and state colleges and universities that offer associate degree programs for the purpose of providing technical preparation education and for other purposes." This makes the intent clear. I further recommend that in other parts of the bills where reference is made to community colleges, that the language be expanded to include "and state colleges and universities that offer associate degree programs."

While "Tech-Prep Education" provides for an excellent linkage between the last two years of high school and associate degree programs offered by community colleges and state colleges and universities, there are two additional areas that I wish to submit for your consideration:

1. Articulation should be encouraged between postsecondary vocational schools and community colleges and state colleges and universities with associate degree programs. We have an excellent relationship with the postsecondary vocational

schools in Kentucky and have had articulation plans in place with many of these schools for a number of years. The advantage is obvious. The postsecondary vocational student who wishes to continue a program at Eastern knows in advance how much credit will be assigned for studies successfully completed at the postsecondary vocational school. There is a ladder in place for continued study for an associate degree or, for that matter, a baccalaureate degree in a technical field.

I recommend that funds be made available to institutions of higher education to share in the staff and supporting cost for such articulation efforts that would also include the counseling and advising of postsecondary vocational students contemplating continuing their studies at an institution of higher education.

2. The second area that I wish to call to your attention focuses on the graduates of postsecondary vocational programs who are gainfully employed, and who wish to enroll in associate degree programs on a part-time basis. In states with large rural areas, such as Kentucky, institutions must be prepared to take courses off-campus, to the local communities, if this need is to be adequately met. In Kentucky we do not receive any special funding for the added costs associated with this effort, as important as it is. During the 1988 Fall Semester we had 1250 students

enrolled for courses at off-campus sites. Some were pursuing associate degrees and other baccalaureate or masters degrees.

The best example that I can give you of both the problem and the challenge relates to nursing. The Vocational Act of 1946 provided a funding mechanism for the preparation at the postsecondary level of practical nurses. There are many outstanding L.P.N. programs across this nation, including Kentucky, that trace their origin to the Vocational Educational Act of 1946. You are all aware that there is an acute national shortage of registered nurses. Many of our registered nurses are prepared through associate degree programs offered by community colleges and by a number of state colleges and universities: these programs have been eligible for funding beginning with the Vocational Act of 1963. There are large numbers of employed L.P.N.s, at least in Kentucky and I assume this is generally true in most states, who want to become registered nurses. Hospital administrators with whom I have met are strongly supportive of this goal. We have recently met with over 100 L.P.N.s in three communities in our service region who want to become registered nurses. They are employed. Many have families with young children. They cannot quit work and come to Eastern full-time. We are taking courses to them in their home communities—this is expensive! We are not funded for additional cost associated with off-campus courses. These hard working, tax paying citizens also need some help, financial aid to assist in paying the costs for such items as tuition, books, and child care. I am told that the Pell grant, even with the changes made to accommodate less than half-time students, is generally inadequate and does not fit the special needs of these adult learners.

I recommend that this problem, this opportunity to assist individuals to upgrade their skills and knowledge in fields that are critical to the welfare of this nation, be addressed as part of the legislation being developed. In substance, we are talking about continuing assistance for students and considering assistance for institutions. Vocational education, whatever else it may be, is concerned with preparing people for gainful employment--for work--young people, middle-aged people and older people. It is typically school based, occurring in comprehensive high schools, vocational schools, postsecondary technical institutes, community colleges, and in state colleges and universities. Vocational education programs are expected to mirror existing and emerging opportunities for gainful employment in occupations requiring less-than-baccalaureate level preparation.

AASCU institutions have for a number of years made significant contributions in preparing individuals for gainful employment through programs eligible for funding beginning with the Vocational Education Act of 1963. We hope that you will take into account our past and current efforts and our potential for additional contributions as you develop this legislation.

Thank you for the opportunity to present this testimony.

Senator DODD. Ms. Adair?

STATEMENT OF JANE E. ADAIR, DIRECTOR OF COMMUNICATIONS, ASSOCIATION OF INDEPENDENT COLLEGES AND SCHOOLS (AICS), WASHINGTON, DC

Ms. ADAIR. Good morning. Thank you for this opportunity to comment on our new vocational-education legislation.

I am here today officially representing over 1,100 tax-paying institutions of postsecondary education and training, but more importantly, I am representing students, who deserve every opportunity to learn and grow and achieve their full potential.

Our members provide career and occupational education to more than 700,000 students each year. Many of our schools are providing that education and training to students most in need of vocational education.

I come before you with first-hand experience on the local, State and national levels as I helped establish a community college in Illinois and create a postsecondary vocational education program. At the Illinois State Board of Education's Department of Adult Vocational and Technical Education, I played a key role in enhancing opportunities for all vocational and adult education students through the Perkins Sex Equity Initiative.

On the Federal level at the U.S. Department of Education's Office of Vocational and Adult Education, I assisted the States in interpreting the Perkins Act.

My current role at a national education association which represents private vocational education provides yet another dimension to my views and leads me to offer six recommendations.

First, redefine vocational education where vocational education would be available to all students at all grades K through 12 with an exploratory focus on career education and occupational development. Job-specific training would be shifted to postsecondary institutions.

Second, eliminate the requirements that in order for a private career school to participate, the necessary school equipment cannot be found in a public community college or university, or the cost of their education is less expensive in a public institution. At a minimum, a public institution's administrative overhead and subsidized cost of facilities should be included in the cost equation.

Third, eliminate the reference to associate degree programs and include certificate and diploma programs.

Fourth, incorporate performance standards as the basis for allocating funds, such as program completion and job placement.

Fifth, mandate private career college and school participation on national and State advisory panels.

And sixth, do not restrict Two-Plus-Two pilot programs to only community colleges and tax-supported institutions.

Fortunately, we have the necessary postsecondary delivery systems in place. Private, tax-paying institutions like AICS schools and colleges, tax-supported two- and four-year institutions, JTPA, Job Corps, apprenticeship, self-study, on-the-job training and corporate training, all of these, Senator, constitute an essential postsecondary delivery system, and each is integral to the success of that system.

Congress must recognize in this reauthorization the changing emphasis in vocational education and the need for movement of job-specific education and training to the postsecondary level with commensurate reallocation of funding. The present Act does not do that. The lion's share of the Perkins Vocational Education Act moneys are directed at secondary institutions.

I also ask that the Congress recognize the full scope of postsecondary delivery systems. AICS schools ought not to be excluded from participating in essential postsecondary vocational education and training.

One of the specific obstacles barring participation is the requirement that in order for schools to contract with private tax-paying institutions, the schools must not be able to find necessary equipment locally, or must determine that the tax-paying institutions can provide the service at lower costs than the local education agency.

It makes no sense to me that the taxpayers should expend money to duplicate facilities and equipment that already exist in both tax-paying and tax-supported postsecondary institutions. They ought to be treated alike, and they ought to be allowed equal participation in Perkins Act money directed at the postsecondary level.

Finally, we come in full support of the Two-Plus-Two concept. I think Two-Plus-Two provides an absolutely essential career path and continuing of education for the work force our Nation is going to need as we enter the 21st century. But I ask that institutions who happen to be tax-paying rather than tax-supported, and who also provide associate degree and baccalaureate degree programs, be provided equitable participation in this program.

We have an exciting opportunity to make a difference in the quality, access and accountability of our Nation's vocational education. Working together, we can create a competitive work force that strengthens the individual as well as the country.

I thank you.

Senator DODD. Thank you very much.

[Prepared statement of Ms. Adair follows:]

PREPARED STATEMENT OF JANE E. ADAIR

Mr. Chairman, I am here today officially representing over 1100 taxpaying institutions of postsecondary education and training, members of the Association of Independent Colleges and Schools. But more importantly, I am representing students who deserve every opportunity to learn and grow, and achieve their full potential. America needs the talents of all its citizens to maintain a competitive edge in our increasingly complex society and economy.

Our members provide career and occupational education to more than 700,000 students each year. Many of our schools are providing that education and training to students who have been failed by the public education system.

I come before you with first-hand experience on the local, state and national levels. I helped establish a community college in Southern Illinois, where emphasis was placed on public acceptance and the creation of a postsecondary vocational education program; at the Illinois State Board of Education's Department of Adult, Vocational and Technical Education, I played a key role in enhancing opportunities for all vocational and adult education students through the sex equity initiative; on the federal level at the U.S. Department of Education's Office of Vocational and Adult Education, I assisted the states in interpreting the Perkins Act and, hopefully, brought about a certain degree of understanding, cooperation and progress to a beleaguered federal/state relationship.

My current role at a national education association which represents deliverers of "private" vocational education provides yet another dimension to my views and leads me to offer four simple--though critical--considerations:

First, the quality of our educational offerings (curriculum, methodology, equipment, facilities, and standards...) is paramount. If we don't have a first-rate process, we can not produce a world-class product.

Second, equitable access to programs is imperative. A quality education must be available to the inner-city, rural communities, single parents, racial and ethnic minorities, handicapped persons and limited English-speaking--as well as middle-class America.

Third, partnerships are essential to achievement of a competitive workforce. Business and industry, government, education--public and private, parents and students must transcend their biases, turf and politics to get America to work. [I am reminded of the insight shared in Robert Fulghum's bestseller entitled "All I Really Need to Know I Learned in Kindergarten" in which the basic tenet extolled is cooperation. All too often the synergism escapes us.]

Fourth, accountability to students, employers, taxpayers and policymakers is mandatory. We must do what we say we're going to do and demonstrate valid and consistent outcomes.

The demographic demons are upon us, and we can no longer afford to segment education into isolated pieces of a whole. Nor can we ignore government's important catalytic role in making us whole again.

AICS colleges and schools are qualified participants in the postsecondary educational system...adhering to strict accreditation standards; often serving high-risk populations; and inviting partnerships with all players in this important enterprise.

Specific to the issues you are considering in drafting this new vocational education legislation, I offer three recommendations:

1) that vocational education and vocational educators adopt and implement career development and goal setting at all grades, K-12;

2) that vocational education at the secondary level become more generalized, that it have stronger academic content and that it be for all students--the college-bound as well as those who are entering the workforce or other forms of post-secondary education and training;

3) that job-specific education and training be conducted at the postsecondary level. Many studies and many researchers such as Anthony Carnevale, Harry Broudy and others have concluded that job-specific education and training must take place at the postsecondary level. Indeed, every forecast about the skills required of the workforce in the decade of the 90's and beyond estimates that roughly 20% of the workforce will require baccalaureate degrees or above, but virtually everyone else will require some form of postsecondary education short of the baccalaureate--and not just once. Each of us will be coming in and out of the postsecondary system for the rest of our lives in order to grow on our jobs and to keep pace with technological change.

Fortunately, for the sake of this nation and its economic competitiveness in the global marketplace, we have the necessary postsecondary delivery systems in place. Private taxpaying institutions like AICS schools and colleges, tax-supported two- and four-year institutions, JTPA, Job Corps, apprenticeship, self-study, on-the-job training and corporate training...all of these, Mr. Chairman, constitute an essential postsecondary delivery system, and each is integral to the success of that system.

Congress must recognize in this reauthorization the changing emphasis in vocational education; the need for movement of job-specific education and training to the postsecondary level with commensurate reallocation of funding; the need for secondary vocational education to have stronger academic competencies; and the need for more generalized occupational education, applied academics and career development programs to be available for all students regardless of their goals upon completion of high school.

The present Act does not do that. It is geared primarily toward job-specific education for special populations at the secondary level. Some portions of the funds are spent at postsecondary institutions, but the lion's share of the Perkins Vocational Education Act monies are directed at secondary institutions.

While the federal share represents only about 7% of total vocational education spending in the nation, it is indeed the tail that wags the dog. With few exceptions, federal funds determine how state funds are going to be expended.

I also ask, Mr. Chairman, that the Congress recognize the full scope of postsecondary delivery systems. As I said earlier, AICS Schools, the institutions I represent, educate and train over 700,000 students each year. The people who operate our schools are concerned, caring educators who are providing, in many cases, the last hope for people who have been failed by the public education system, and they ought not to be excluded from participating in essential postsecondary vocational education and training.

One of the specific obstacles barring participation is the requirement that, in order for schools to contract with private taxpaying institutions, the school must not be able to find necessary equipment locally or must determine that the taxpaying institution can provide the services at lower cost than the local education agency. It makes no sense to me, Mr. Chairman, that the taxpayers should expend money to duplicate facilities and equipment that already exist in both taxpaying and tax-supported postsecondary institutions. They ought to be treated alike and they ought to be allowed equal participation in Perkins Act money directed at the postsecondary level. At the very least, when cost comparisons are made, the subsidies received by tax-supported institutions ought to be part of the equation.

Finally, Mr. Chairman, I come in full support of the 2+2 concept. I think 2+2 provides an absolutely essential career path and continuing of education for the work force our nation is going to need as we enter the 21st century. But I ask, Mr. Chairman, that institutions who happen to be taxpaying rather than tax-supported and who also provide associate degree and baccalaureate degree programs, be provided equitable participation in this program. To restrict 2+2 pilot programs to only those community colleges and tax-supported institutions again does not recognize the full scope of the postsecondary delivery system that this nation must keep intact. Our degree-granting institutions, both at the two-year and four-year level have academic requirements comparable to other institutions.

We have an exciting opportunity to make a difference in the quality, access and accountability of our nation's vocational training. Working together, we can create a competitive workforce that strengthens the individual as well as the country.

Attached to the written text of my remarks are specific legislative recommendations which implement the broader programmatic changes proposed in this testimony. I will be happy to answer your questions. Thank you.

AICS RECOMMENDATIONS

1. Redefine vocational education where vocational education would be available to all students at all grades K-12 with an exploratory focus on career education and occupational development. Job-specific training would be shifted to postsecondary institutions.

2. Eliminate the requirements, that, in order for a PCCS to participate, the necessary school equipment cannot be found in a public community college or university or the cost of their education is less expensive than a public institution. At a minimum, a public institution's administrative overhead and subsidized cost of facilities should be included in the cost comparison.

3. Eliminate the reference to "associate degree" programs and include certificate and diploma programs.

4. Incorporate performance standards as the basis for allocating funds, e.g., program completion, job placement.

5. Mandate PCCS participation on national and state advisory panels.

PCCS = Private Career College or School

Senator DODD. Mr. Champagne?

STATEMENT OF RENE R. CHAMPAGNE, PRESIDENT AND CHIEF EXECUTIVE OFFICER, ITT EDUCATIONAL SERVICES, INC., INDIANAPOLIS, IN, ON BEHALF OF NATIONAL ASSOCIATION OF TRADE AND TECHNICAL SCHOOLS

Mr. CHAMPAGNE. Good morning, Senator.

My name is Rene Champagne. I am President and CEO of ITT Educational Services, Incorporated, the wholly-owned subsidiary of ITT Corporation. I appear before you today as a spokesman for the National Association of Trade and Technical Schools and as the Chief Executive Officer of a company which owns 35 NATTS-accredited degree-granting postsecondary vocational schools operating under the name of ITT Technical Institute.

We are a company with a strong commitment to and extensive experience in the provision of vocational education in this country.

We have submitted for the record a detailed statement of NATTS' views with respect to the reauthorization of the Carl Perkins Vocational Education Act. In the interest of time, I will briefly summarize the three major proposals which we have asked this committee to consider.

First and foremost, we ask that the Perkins Act be amended to permit private career schools to fully participate in Perkins programs. The vocational education and training offered by NATTS-accredited schools is well-designed to further the purposes which Congress has established for this program. It is the mission of private career schools to help students develop marketable job skills in the fastest-growing career categories and to assist those students in finding training-related jobs.

The population we reach out to serve includes all of those currently covered under the Perkins Act set-aside provisions. Unfortunately and unwisely, the present structure of the Perkins Act decidedly treats private career schools as second-class citizens, according them very limited participation in the program. In part, this has occurred because of the Act's definition of eligible participants. Private career schools are not included in the Act's definition of eligible postsecondary institutions. Some State boards have used this definitional exclusion to prohibit private career schools from participation.

We urge the Congress to include private career schools as eligible institutions. At present, private career schools are permitted to participate only if either the private career school offers the training at a lesser cost than that of an equivalent program offered by public postsecondary institutions or if the private career school can provide equipment or service not available in public institutions.

The fact is that in terms of cost to the public, private career schools are almost invariably less expensive than public institutions. Public institutions are able to provide training under the Perkins program at so-called lesser cost only because they subsidize the cost of training from other public funds. This distortion of sound economics effectively precludes private career schools from participating in Perkins programs.

The alternative basis for private career school participation in the Act programs is that we participate only if our services and equipment are not available at public institutions. This is equally too restrictive. It ignores evidence that the quality of equipment, services and training offered by private career schools is as good, if not better, than that of public two-year institutions.

Our second proposal is that the Perkins Act be amended to establish a system of quality control for all participating postsecondary institutions, public and private alike. In particular, we urge that the criteria employed by State boards of vocational education in judging applications for participation be required by Congress to include an assessment of the performance of postsecondary institutions in the provision of basic skills education. We urge that placement rates be given primacy in the State boards' criteria. The ultimate test of quality vocational education is the ability of the student to find a job in his or her chosen field. The ultimate goal of the Perkins Act is to see that students funded through the Perkins Act system secure jobs. Placement therefore should be the measure of success under this Act.

Our third proposal, Senator——

Senator DODD. On that last proposal—doesn't that give you a slight advantage as an industry-funded program—I mean, if you use that standard, you're going to be a winner on that one automatically, aren't you?

Mr. CHAMPAGNE. Isn't it everyone's responsibility in vocational education to indeed quality someone for a job?

Senator DODD. No question about it; I don't disagree with you. But a public institution doesn't turn around and hire its students, necessarily.

Mr. CHAMPAGNE. But we don't, either.

Senator DODD. Well, how many do you hire?

Mr. CHAMPAGNE. Oh, an insignificant number of our graduates per year are placed in ITT.

Senator DODD. How many? What percentage?

Mr. CHAMPAGNE. Oh, one or two percent per year.

We are educating 17,000 people per year; I assure you ITT Corporation is not hiring those graduates.

Senator DODD. Go ahead.

Mr. CHAMPAGNE. Our third proposal, Senator, is to inform this committee that we strongly support and endorse the Tech-Prep bill, S. 439, which you and other committee members introduced earlier this year, wherein two years of high school vocational education would be integrated with two years of postsecondary training. We believe that private career schools are uniquely qualified to provide our youth with the occupational, hands-on education required in today's technologically-advanced workplace.

We believe and we hope that the axperience of private career schools and vocational education, and the insight which that experience has provided us gives us a unique insight into how to provide cost-effective vocational education. Private career schools have successfully demonstrated an ability to integrate academics with hands-on vocational education.

I urge you to adopt the relatively modest but important changes we have advanced here today.

Thank you very much.

Senator DODD. Thank you very much, Mr. Champagne, and I apologize for interrupting you.

[Prepared statement of Mr. Champagne follows:]

PREPARED STATEMENT OF RENE CHAMPAGNE

Mr. Chairman, members of the Committee. My name is Rene Champagne and I am the President of ITT Educational Services, Inc. I appear before you today as the spokesman for the National Association of Trade and Technical Schools (NATTS) and as the Chief Executive Officer of a company which owns 35 NATTS-accredited schools operating under the name ITT Technical Institute. We are a company with a strong commitment to, and extensive experience in the provision of, vocational education in this country. In addition to our technical institutes, we operate eleven ITT Career Training Centers which provide Job Training Partnership Act (JTPA) sponsored job training to qualified disadvantaged or dislocated adults and youth. Many of our JTPA trainees are single parent homemakers.

We have submitted for the record a detailed statement of NATTS' views with respect to the reauthorization of the Carl D. Perkins Vocational Education Act. In the interest of time, I will briefly summarize the three major proposals which we have asked this Committee to consider.

First, and foremost, we ask that the Perkins Act be amended to permit private career schools to fully participate in the Perkins programs. The vocational education and training offered by NATTS-accredited schools is well-designed to further the purposes which Congress has established for this program. It is the mission of private career schools to help students develop marketable job skills in the fastest-growing career categories and to assist those students in finding training-related jobs. The population we serve includes all of those currently covered under the Perkins Act set-aside provisions. For instance, our ITT Career Training Center in Pontiac, Michigan has been retraining dislocated auto workers under GM/UAM auspices while our Milwaukee training center focuses on teaching job skills to welfare mothers.

Unfortunately, and unwisely, the present structure of the Perkins Act decidedly treats private career schools as second-class citizens, according them very limited participation in the program. In part, this has occurred in the Act's definition of eligible participants. The Act, states that eligible postsecondary institutions can participate in the various sections of the law. However, private career schools are not included in the Act's definition of eligible postsecondary institutions. Some state boards have used this definition to prohibit private career schools from participation. We urge the Congress to include private career schools as eligible institutions. At the same time, the Act should be amended to provide adequate opportunity for private career school participation on state councils of vocational education and on the Secretary's Advisory Committee.

More importantly, Congress should amend the Act so that private career schools, like public institutions, are fully eligible to participate in the provision of basic skills training under the Perkins programs. At present, private career schools are permitted to participate only if either the private career school offers the training at a "lesser cost" than that of an equivalent program offered by a public postsecondary institution, or if the private career school can provide equipment or services "not available" in public institutions.

The fact is that in terms of cost to the public, private career schools are almost invariably less expensive than public institutions. Public institutions are able to provide training under the Perkins program at a "lesser cost" only because the cost of that training is subsidized by other public funds. This distortion of sound economics effectively precludes private career schools from participating in the Perkins Program. It thereby inflates the overall cost of vocational education to the taxpayer.

The alternative basis for private career school participation in Perkins Act programs -- that it offer services ard equipment "not available" at public institutions -- is equally too restrictive. It ignores the evidence that the quality of the equipment, services and training offered by private career schools is as good, if not better, than that of public two-year institutions.

Our second proposal is that the Perkins Act be amended to establish a system of quality control for all participating postsecondary institutions, public and private alike. In particular, we urge that the criteria employed by state boards of vocational education in judging applications for participation be required by Congress to include an assessment of the performance of postsecondary institutions in providing basic skills education. We urge that placement rates be given primacy in the State Board's criteria. The ultimate test of quality vocational education is the ability of the student to find the job in his or her chosen field; the ultimate goal of the Perkins Act is to see to it that students funded through the Perkins Act system secure jobs. Placement, therefore, should be the measure of success under the Act.

Our third proposal, Mr. Chairman, is to inform this Committee that we strongly support and endorse the Tech-Prep Bill, S. 439, which you, Mr. Chairman, and other Committee members introduced earlier this year. S. 439 would require that two years of high school vocational education be integrated with two years of postsecondary training. We believe private career schools are uniquely qualified to provide our youth with the occupational hands-on education required in today's technologically advanced workplace.

Mr. Chairman, members of the Committee, this represents a very brief overview of the three principal proposals which NATTS has advanced to improve and strengthen the very important programs embodied in the Carl D. Perkins Vocational Education Act. In our statement for the record, we have also made several suggestions to facilitate the participation in Perkins Act programs by the real beneficiaries in the program -- the economically and socially disadvantaged.

We hope and believe that the experience of private career schools in vocational education and the insight which that experience has provided us, gives us a unique insight into how cost-effective vocational education can operate to benefit those in society who need it most. I urge you to adopt the relatively modest, but important, changes we have advanced. We look forward to working with your Committee to achieve our common goal of a strong program supporting quality vocational education. Thank you.

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Senator **Dodd**. Let me ask a couple of general questions to all of you, or to those of you who would care to respond.

One is more of a technical question on the Tech-Prep Program. I'd like to know your thoughts as to whether or not you think the Tech-Prep should be a discretionary grant program, administered by the Department of Education, or should it be built into the basic State grants. That would be one, and the second is more of a broad-gauge question that has to do with the criticism you hear quite often—and I happen to like the idea of calling this "technical education", Doctor—I think there is sort of a Pavlovian response when you mention "vocational education". But I wonder if there is also a problem that these programs suffer from a short-term projection of the needs of the work force. The market is changing so radically, we now know that, for instance, the importance of having re-education programs for people is essential. The notion that somehow you get an education and move into the job force, and the skills you have acquired will serve you pretty well for 15 years or so without any drastic changes is ludicrous today. Even the most fundamental and basic technologies are changing yearly. So that the idea that you provide skills and training that will stand that student in good stead for some time to come in such things as English and writing skills and so forth sometimes get lost, it seems to me, when I hear people talking about these programs.

I wonder if all of you might comment generally on that question as well. If you don't have any comment or would like to just submit an answer, I'll be willing to wait for your written response.

Dr. **Parnell**. I'll start on Tech-Prep. The reason I am advocating that the Tech-Prep Act be administered through the Secretary of Education is simply dollar volume. If there were a large amount of dollars, if there were $500 million, if half of the Perkins Act could go toward Tech-Prep, then I would feel quite differently. But if there is only going to be $50 million or $100 million to scatter across 50 States, in order to make any kind of impact, I really think the Secretary of Education can do it and run it much like the FIPSI program or other programs the Secretary of Education would operate. But to scatter a small amount of money across 50 States and all of the programs, I just don't think would make much of an impact; it would be lost, and we wouldn't be able to see it. So it is just a matter of the dollar volume for me as to who administers it.

With regard to your second observation, I really have come to the conclusion that we've got to figure out ways to emphasize education. It is the Vocational Education Act, not the "Vocational Job Training Act", and that makes it quite different for me. If it were the "Vocational Job Training Act", then I'd say narrow, specific job training will meet the needs. But if it is an education act's why the applied academics thing, and I urge you to deal with that in the sense of the vocational education approach. It is an education bill, not a job training bill, and that makes it quite different, and it must be broader.

So I urge that we look at the career aspect, not the job aspect.

Senator **Dodd**. Dr. Harris?

Dr. **Harris**. I have a similar feeling to Dr. Parnell, that the community technical colleges are focusing on the community, not in terms of an industry. We take people in who have basic skills, women working technical, day care, all of the attendant kinds of services that go along with that, including the technical training that is important for the economic vitality of a particular community. So it is a broader type of funnel through which to take people, to serve a group of people who have not been serviced traditionally by our institutions of higher learning.

So that the locus of expertise to move this forward I think logically rests with those people who are committed to improving the quality of life in the total community. So that's my perception on that.

At my particular college, for instance, we are concerned about the single-household women. We have a technical program that is designed specifically for female heads-of-households. We provide other kinds of support services along that line. But that is not a focus on serving technology or the industry, but serving the individual who may be employed by industry. I think that is the difference in our philosophy, and it is very important for the committee to understand that.

Senator DODD. Thank you. Dr. Rowlett?

Dr. ROWLETT. I support three observations that Dr. Parnell has made; first of all, that the focus ought to be on the career, that this is not a job training act. A quick example. The chair of our associate degree nursing program began as a licensed practical nurse, funded through the George Barden Act of 1946; later earned an associate degree that should have been funded under the Vocational Education Act of 1963, but I doubt if any money got there; later earned a baccalaureate degree, a master's degree, and is now in a doctoral program. This is a career progression. There should be the latter.

I am intrigued by and am supportive of Dr. Parnell's suggestion and recommendation, if you will, that we call this a technical education act as opposed to a vocational education act.

Senator DODD. I am, too.

Dr. ROWLETT. I think he is absolutely correct.

Senator DODD. A good point. Ms. Adair?

Ms. ADAIR. Education has got to become much more dynamic. It is lifelong learning. We are looking at a continuum, as you have suggested. The technology is changing so rapidly that we cannot even begin to think about each of us becoming terminally educated in terms of four years or two years or a nine-month period.

So I agree certainly with my colleagues. I am concerned that we can no longer afford to segment education. We have got to get America to work. And the bureaucracies and the in-fighting and the sheer numbers of people—we don't have the numbers of people; we have got to train the people that we have, and we have to have them skilled—and we have got to do that together, and I urge that cooperation.

Senator DODD. Could you comment as well on this tech-prep notion? That is a more narrow question, but I am curious as to whether or not that ought to be discretionary.

Ms. ADAIR. Well, I have an opinion, just based on my experience in the bureaucracies.

Senator DODD. That's what we're here for.

Ms. ADAIR. I can understand Dr. Parnell's consideration with respect to the dollar amount, and we want to target those funds so that we can make a difference and make an impact with those few dollars. I guess having come from both the Federal and State level, I would prefer that they come from the State level.

Senator DODD. You sort of share the views I have.

Ms. ADAIR. Yes.

Senator Dodd. Mr. Champagne?

Mr. CHAMPAGNE. There are four things that employers in this country are looking for today when hiring new employees. First, does the employee have the ability to communicate; does that person have the language skills both orally and written to be able to communicate properly on the job. Second, is the person technologically literate? This society is becoming so advanced technologically now that it is important that everyone understand, or at least be able to comprehend technology in general and be able to learn with it as it continues to advance. Third, they like individuals who come on the job and have the ability to solve problems, not just do rote memorization skills, but someone who can think while on the job. And fourth, and most important, is that that individual have skills of working together as a team. We all think that is kind of commonplace and fairly fundamental, and yet employers find teamwork being perhaps one of the biggest challenges. To take those four requirements and apply them directly to the institutions that we operate, we have degree-granting institutions, and I assure you that in granting a baccalaureate degree in robotics or an associate degree in electronics that we are not specifically training someone for a job. We are training someone for a career. We are in fact turning out generalists/specialists, people with specialist information and knowledge who can go into many different career opportunities in various types of industries.

They are in fact being presented with language skills, communication skills, problem-solving skills. They are being provided that on the basis in our schools—every, single day, 50 percent of the instruction and education is academic, and 50 percent is in the laboratory, working hands-on with various pieces of technologically-oriented equipment.

In terms of the second point on the Tech-Prep bill, I believe it must become a mandatory piece of the legislation in that if we are going to do anything about correcting the 700,000 people who drop out of our high schools every, single year, we must give those individuals an alternative to learning other than what they are being provided with.

Many students are not pleased or comfortable with sitting in a chair, learning rote memorization skills day in and day out. They look forward to the opportunity of getting their hands on equipment, and applied learning techniques have been shown to work very, very well with those individuals. We must capture their attention early on. The Two-Plus-Two program seems like a very, very important opportunity for this country to resolve a very serious dropout problem.

Senator DODD. Very good. I thank all of you for your comments. You have all made some excellent suggestions.

I don't claim at all to have expertise in this area, but just in the hour or so that I've been sitting here, I think you have made some excellent, excellent suggestions. I can't speak for Senator Pell, this morning, but I know his staff is deeply interested in what you had to say here. Your thoughts will be conveyed to him and to the members of the subcommittee. I would not be surprised at all to see many of the suggestions you have made here this morning incorporated as part of the legislation.

And I want to thank you for that very practical, specific advice.

It doesn't happen that often. We get a lot of testimony here and a lot of general comments about legislation, but each and every one of you have made some very specific suggestions which are tremendously helpful to the committee.

I am confident that others of the committee will have additional questions for you, others who are far more knowledgeable than I am in this area, so I will ask your indulgence in responding to those questions in an expeditious fashion, so we can move forward with the legislation.

But again, I want to thank you for taking time out to come here and testify before this committee. We thank all three panels for their participation and involvement. And we look forward to an ongoing relationship with you as we move forward this year with the reauthorization of this Act.

[Additional material supplied for the record follows:]

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July 26, 1989

The Honorable Claiborne Pell
Chairman
Subcommittee on Education, Arts and Humanities
Committee on Labor and Human Resources
648 Dirksen Senate Office Building
Washington, D.C. 20510

Dear Mr. Chairman:

Enclosed please find a statement prepared by the Associated General Contractors of America on the Reauthorization of the Carl D. Perkins Vocational Education Act, to be included for the record with testimony presented before the Subcommittee July 27.

Thank you for the opportunity to express our view.

Sincerely,

Cynthia D. Witkin

CYNTHIA D. WITKIN
Director
Congressional Relations/Labor

CDW/dr
Enclosure

STATEMENT OF
THE ASSOCIATED GENERAL CONTRACTORS OF AMERICA
PRESENTED TO THE
SENATE COMMITTEE ON LABOR AND HUMAN RESOURCES
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES
on

Reauthorization of the Carl D. Perkins Vocational Education Act

July 27, 1989

AGC is:

- More than 32,500 firms including 8,000 of America's leading general contracting firms normally responsible for the employment of 3,500,000 - plus employees;
- 104 Chapters Nationwide;
- More than 80% of America's Contract Construction of Commercial Buildings, Highways, Bridges, Industrial and Municipal-Utilities Facilities

The Associated General Contractors of America (AGC) counts 8,000 of America's leading general construction contractors among its 32,500 members. These general contractors perform more than 80% of America's contract construction of buildings, highways, bridges, industrial facilities, and municipal utilities facilities, and are responsible for the employment of 3,500,000 individuals. We believe the impending workforce shortage to be one of the most critical issues facing the construction industry. Undisputed statistics and demographics clearly indicate that a workforce crisis is about to be visited upon us. A projected workforce deficiency in quantity and quality will result in decreased productivity, increased costs, diminished product quality, and will inhibit our client's competitiveness in today's world market.

AGC is pleased to present its views to the Senate Committee on Labor and Human Resources on the Reauthorization of the Carl D. Perkins Vocational Education Act. AGC supports reauthorization of the Act and will appreciate your consideration of the Association's recommendations for improvements to it.

Few industries face the crunch of a workforce shortage similar to that of the construction industry. Construction is the only goods producing sector of the economy that is projected, by the Department of Labor, to increase employment through the year 2000. As the largest single industry, it will require the greatest number of new entrants. The Bureau of

Labor Statistics estimates that the replacement needs of the construction industry will exceed the growth needs by a factor of 2.5 to one.

If the construction industry is to create opportunity from what will otherwise be a crisis, it must make optimum utilization of existing, as well as future resources. This nation's vocational education system should be the world's, most sophisticated occupational education system and must be considered a primary resource by American industry.

Although the Carl D. Perkins Vocational Education Act currently falls short of creating an ideal training delivery system for American business and industry, as well as American workers, it has more potential for success than any alternative yet proposed. At a time when all industries are experiencing or forecasting skills and worker shortages, it is important to retain the current Carl D. Perkins Vocational Education Act and maximize improvements to it. With prudent, practical adjustments to improve current legislation, the skilled worker crisis for American industry can be minimized, and hopefully averted. With the objective of making positive improvements, we make recommendations on the Carl D. Perkins Vocational Education Act, as follows.

Basic Grants and State Agencies

A major shortcoming of the current Act is the allocation of

57% of Basic Grants to special populations. Since this area receives the largest authorization of funds within the Act, consideration should be given to an approach which more equitably balances the needs of the individual with the needs of industry. Greater discretion in the allocation of funds at the state level will result in a more effective delivery system, attuned to all needs within the service area. This, of course, presumes continuation of the sole state agency concept currently in place. AGC strongly recommends that the legislation continue to recognize this concept. Allocations to a single agency within each state will help ensure that priorities and initiatives are established which reflect industry's training needs on a state-wide basis. Funding directly aimed at local educational agencies will not only serve to discourage the successful area-school concept, and coordination among school districts, but will duplicate local administrative costs.

Special Programs

The special programs within Title III of the current Act, that could most directly affect industry's ability to train and re-train its workforce, have never been funded. We encourage continued legislative support for Adult Training and Retraining, Career Guidance and Counseling and Industry-Education Partnerships. Funding of these programs is absolutely vital to industry's efforts to attract, maintain and upgrade its workforce. The construction industry is predominantly comprised of small businesses which do not possess the resources necessary to train or upgrade its employees without the support of the public vocational education system. Legislation must recognize this and facilitate cooperative, mutually beneficial partnerships between industry and education.

Data Systems

Relevant information regarding labor supply and demand is extremely difficult to obtain on anything other than the national level. Collecting and providing access to information regarding the market demand for skills is essential in ensuring meaningful employment. Legislation should require states to establish labor market databases, and follow-up data on graduates' level of success. The data would permit the nation to better assess its future workforce needs in the specific locations where vocational education is available. Additionally, the legislation should require and fund the centralized reporting of program and enrollment data which would be available to industry. Such a database would enable industry to avert skilled worker shortages, avoid oversupply and coordinate industry training programs with vocational programs.

Advisory Councils and Industry Involvement

The involvement and input of industry into vocational programs is the only way to ensure the development of those skills which make individuals employable and productive in the marketplace. Thus, AGC strongly recommends that reauthorization continue to provide for National and State Councils for Vocational Education as independent organizations. It has taken literally decades to provide industry with formalized input into the vocational education training of its future workforce. The Advisory Councils have served, and can continue to serve, as useful and productive methods to secure industry input, with the objective of a competent workforce. For years, AGC has advocated a producer-consumer relationship with vocational education. If the industry role, as consumer, does not include the vehicles for setting the standards for education's product, that product risks going unsold in the marketplace.

The National Council on Vocational Education, in particular, has been instrumental in facilitating an ongoing dialogue between industry and education on a national basis and should continue to be a catalyst for increasing this cooperation.

Although other legislative initiatives are currently being considered, we believe that the Carl D. Perkins Vocational Education Act, with appropriate improvements, can be a vehicle for providing the top quality workforce that is so essential and indispensable in meeting the challenge of international competitiveness in a global economy.

The construction industry is working hard to meet its future workforce needs, but has deep concerns about its ability, in the absence of realistic and workable legislation, to attract the nation's youth to productive and rewarding construction careers. All educational programs should be made equally available to all of the children of all of the people, regardless of race, sex or economic status. We must all work together to create opportunity for our youth and to ensure the dignity of all occupations. The construction industry is dedicated to training and thus securing its future workforce. That end can best be achieved by cooperative parnterships with all who have the same objective.

AHSSPPE

Association on Handicapped Student Service Programs in Postsecondary Education

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Senator Pell, and members of the Senate Subcommittee on Education:

Because of our strong tradition of leadership in the area of educational program development for disabled students at the postsecondary level, we respectfully request that you consider the following for inclusion in any Senate bill pertaining to the Applied Technology Education Amendments of 1989.

The Association on Handicapped Student Service Programs in Postsecondary Education (AHSSPPE) is the national organization that guides and serves the educators who implement and direct support service programs for students with disabilities at the postsecondary level. The Carl Perkins Act heretofore has authorized monies in the form of a 10% setaside for disabled students enrolled in vocational and technical programs.

Our concerns are two-fold. First, House Bill HR 7 eliminated the setasides in favor of granting distribution control to the individual states and second, the language regarding the definition of "handicapped students" is confusing. We find both of these concerns to be potentially damaging to programs at as many as one-third of the postsecondary institutions nationwide. Community colleges and other two-year institutions will certainly feel the brunt of setaside elimination because many of these schools historically fund a large portion of their programming for disabled students through the Carl Perkins monies.

Our understanding is that the intended impact of allocating funds directly to the individual states for distribution was to streamline fund distribution and decrease bureaucratic procedures. When one considers the number of states that have spent only the minimum required setaside monies for handicapped students in the past, **one must question the likelihood that the states will expend additional funds in support of this population unless they are bound to do so.**

Furthermore, we respectfully request that the language used to define handicapped be the same language found in the 1984 legislation. This definition is straightforward in that it contains the various disability groups as found in Section 504 of the Rehabilitation Act of 1973. This language has proven to be functional and appropriate during the life of the current legislation. The definition of "handicapped" as it appears in House Bill HR 7 is confusing and could be misleading. It might be interpreted to extend the coverage of PL 94-142 (Education of the Handicapped Act) to include all students receiving support through applied technology funds, including those students being served pursuing postsecondary vocational/technical education. Alternately, the proposed wording could be interpreted to exclude coverage of handicapped students receiving postsecondary training as they may be considered beyond the age for "special education" as used in the definition. **Currently, postsecondary disabled students are well protected and served under Section 504 of the Rehabilitation Act of 1973. As no compelling reasons have been presented for change in the definitional language used, we request that the original wording be restored.**

In summary, as the subcommittee prepares to draft legislation, the Association on Handicapped Student Service Programs in Postsecondary Education strongly urges that the original 10% setaside funding be retained and that the language used to define "handicapped" remains as given in the 1984 Carl Perkins legislation in order to provide maximum educational opportunities for disabled students at the postsecondary level. Without the guarantee of setaside monies, we estimate that as many as one-third of our nation's institutions of higher education will be severely hampered in their efforts to provide educational support programs to students with disabilities who are currently served. By removing the guarantee of funding the form of setasides, programs dependent on such funding may be eliminated and with them the vocational and educational opportunities that are desparately needed to afford the disabled community an equal opportunity for success.

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PREPARED STATEMENT OF NATIONAL ASSOCIATION OF STATE BOARDS OF EDUCATION PRESENTED BY GENE WILHOIT

THE NATIONAL ASSOCIATION OF STATE BOARDS OF EDUCATION (NASBE) IS A PRIVATE, NONPROFIT ORGANIZATION REPRESENTING OVER 600 STATE BOARD MEMBERS FROM 45 STATES, THREE TERRITORIES AND THE DISTRICT OF COLUMBIA. OUR PRINCIPAL OBJECTIVES ARE TO STRENGTHEN STATE LEADERSHIP IN EDUCATION POLICYMAKING; PROMOTE EXCELLENCE IN THE EDUCATION OF ALL STUDENTS; ADVOCATE EQUALITY OF ACCESS TO EDUCATIONAL OPPORTUNITY; AND TO ASSURE RESPONSIBLE LAY GOVERNANCE OF PUBLIC EDUCATION.

NASBE IS VERY PLEASED TO HAVE THE OPPORTUNITY TO COMMENT ON THE VERY IMPORTANT ISSUES RELATING TO THE CARL D. PERKINS VOCATIONAL EDUCATION ACT REAUTHORIZATION ON BEHALF OF NASBE AND THE MORE THAN 600 STATE BOARD MEMBERS IT REPRESENTS. STATE BOARD MEMBERS VIEW THE PERKINS REAUTHORIZATION AS ONE OF THE MOST CRITICAL EDUCATION ISSUES FACING THE 101ST CONGRESS BECAUSE OF THE IMPORTANCE OF VOCATIONAL EDUCATION TO EDUCATION REFORM AND THE EDUCATIONAL ASPIRATIONS OF THE ECONOMICALLY DISADVANTAGED AND OTHER "AT-RISK" POPULATIONS.

NASBE COMMENDS CHAIRMAN PELL FOR HIS LONG-STANDING COMMITMENT TO ENSURE THAT THE DIVERSE EDUCATIONAL NEEDS OF OUR YOUNG PEOPLE ARE BEING MET. MOREOVER, WE KNOW YOU WILL EXERT YOUR LEADERSHIP AS CHAIRMAN OF THIS SUBCOMMITTEE TO PROMOTE THE EDUCATIONAL NEEDS AND INTERESTS OF THE SO-CALLED "FORGOTTEN HALF" BY ENHANCING ACCESS TO AND THE QUALITY OF OUR NATION'S VOCATIONAL EDUCATION SYSTEM.

AS MEMBERS OF THE SUBCOMMITTEE BEGIN TO REVIEW THE MYRIAD ISSUES REGARDING THE REAUTHORIZATION, NASBE URGES YOU TO FOCUS YOUR ATTENTION ON THREE OVERARCHING ISSUES AS THEY RELATE TO THE PERKINS ACT: 1) FLEXIBILITY; 2) STATE AND LOCAL ACCOUNTABILITY; AND 3) PROGRAM IMPROVEMENT AND QUALITY.

I. FLEXIBILITY

IN ITS CURRENT FORM, THE PERKINS ACT ACCORDS STATES INADEQUATE FLEXIBILITY IN THEIR USE OF PERKINS FUNDS TO ADDRESS THE NEEDS OF SPECIAL POPULATIONS. SPECIFICALLY, THE FIXED FUNDING PERCENTAGES FOR SPECIAL POPULATIONS UNDER PART A OF THE ACT ARE OVERLY PRESCRIPTIVE AND GENERALLY INEFFECTIVE AS A MECHANISM THROUGH WHICH TO ASSIST STATES IN MEETING THE UNIQUE MIX OF SPECIAL NEEDS WITHIN THEIR JURISDICTION. OF EVEN GREATER CONCERN, IS THE FACT THAT PERKINS FUNDING AIMED AT SERVING DISADVANTAGED AND HANDICAPPED STUDENTS IS OFTEN BYPASSED BY LESS WEALTHY SCHOOL DISTRICTS DUE TO BURDENSOME EXCESS COST AND MATCHING REQUIREMENTS. THE TROUBLING RESULT IS THAT THE NEEDS OF THOSE STUDENTS WHO COULD BENEFIT MOST FROM THESE PROGRAMS ARE OFTEN LEFT UNMET.

NASBE STRONGLY SUPPORTS THE GOAL OF THE CURRENT PERKINS ACT TO ENCOURAGE BROADER OPPORTUNITIES FOR SPECIAL POPULATIONS, PARTICULARLY FOR OUR ECONOMICALLY DISADVANTAGED STUDENTS. HOWEVER, WE BELIEVE THAT RIGID SPECIAL POPULATION SET-ASIDES AND EXCESS COST AND MATCHING REQUIREMENTS IMPEDE THE ABILITY OF STATES AND LOCALITIES TO PROVIDE SERVICES RESPONSIVE TO SPECIFIC STATE AND LOCAL NEEDS.

TO ENSURE EQUITY AND ACCESS TO PROGRAMS FUNDED UNDER THE PERKINS ACT, THEREFORE, WE RECOMMEND THAT 57 PERCENT OF THE FUNDS ALLOTTED FOR TITLE II BASIC STATE GRANTS CONTINUE TO BE MADE AVAILABLE TO STATES TO UPGRADE AND EXPAND VOCATIONAL EDUCATION SERVICES TO ASSURE THAT SPECIAL POPULATIONS IDENTIFIED IN PART A OF THE ACT HAVE ACCESS TO EFFECTIVE PROGRAMS.

HOWEVER, TO PROVIDE STATES WITH THE FLEXIBILITY THEY MUST HAVE TO ADDRESS THE SPECIAL NEEDS OF THEIR STUDENTS, NASBE RECOMMENDS THAT THE WITHIN STATE ALLOCATION OF THE BASIC GRANT BE FLEXIBLE, BASED ON THE NEED AND NUMBER OF EACH

SPECIAL POPULATION IDENTIFIED WITHIN A STATE. THE NUMBER OF A PARTICULAR SPECIAL POPULATION WOULD BE IDENTIFIED IN THE NEEDS ASSESSMENT EACH STATE WOULD BE REQUIRED TO PERFORM.

WITH RESPECT TO THE EXCESS COST AND MATCHING REQUIREMENTS, NASBE RECOMMENDS THAT A LIMITED WAIVER PROVISION BE INCORPORATED INTO THE PERKINS ACT, WHEREBY THE SECRETARY OF EDUCATION WOULD BE AUTHORIZED TO WAIVE THESE REQUIREMENTS. BEFORE THESE REQUIREMENTS COULD BE WAIVED, HOWEVER, A STATE SHOULD BE REQUIRED TO SHOW THAT:

1. THE LOCAL ACTIVITY MEETS A DOCUMENTED HIGH NEED WITHIN THE HANDICAPPED/DISADVANTAGED POPULATION, AND;
2. THE LOCAL ACTIVITY HAS ESTABLISHED A "SUCCESSFUL" RECORD OF HIGH SCHOOL GRADUATION/ENTRY INTO COLLEGE OR THE MILITARY/JOB PLACEMENT, AND;
3. THE STATE ALREADY HAS UNDERTAKEN SERIOUS AND GOOD FAITH STEPS THROUGH ITS OWN EFFORTS TO MEET THE UNMET NEED.

II. STATE AND LOCAL ACCOUNTABILITY

IN ADDITION TO FLEXIBILITY, ACCOUNTABILITY MEASURES MUST BE INCORPORATED INTO THE PERKINS ACT TO KEEP STATE AND LOCAL ENTITIES ACCOUNTABLE FOR PROGRAM QUALITY AND STUDENT ACHIEVEMENT.

AT THE STATE LEVEL, NASBE RECOMMENDS THAT STATES BE REQUIRED TO HOLD LOCAL PROGRAMS ACCOUNTABLE FOR PROGRAM QUALITY AND STUDENT ACHIEVEMENT. SPECIFICALLY, WE RECOMMEND THAT FUNDING BE MADE AVAILABLE TO STATES FOR THE ESTABLISHMENT OF OBJECTIVE CRITERIA AND MINIMUM STANDARDS TO ASSESS THE QUALITY OF VOCATIONAL EDUCATION PROGRAMS AND THE NEEDS OF SPECIAL POPULATIONS. STATES SHOULD ALSO BE REQUIRED TO ESTABLISH SUCH STANDARDS AND TO SET MEASURABLE GOALS IN THE STATE

PLAN FOR MEETING PROGRAM QUALITY AND IDENTIFIED NEEDS. PROGRAM ACCOUNTABILITY SHOULD BE LINKED TO THESE CRITERIA AND STANDARDS.

NASBE IS ALSO CONCERNED ABOUT THE LACK OF ACCOUNTABILITY MEASURES IN THE PERKINS ACT RELATING TO THE ACTIVITIES OF STATE ADVISORY COUNCILS ON VOCATIONAL EDUCATION. THE FINDINGS OF A RECENT NASBE SURVEY OF STATE BOARD MEMBERS CLEARLY INDICATE THAT STATE BOARD MEMBERS IN MANY STATES SHARE THE VIEW THAT STATE ADVISORY COUNCILS DO NOT MEET THEIR MANDATED RESPONSIBILITIES UNDER THE PERKINS ACT.

FOR EXAMPLE, THE PERKINS ACT REQUIRES STATE COUNCILS TO ADVISE THE STATE BOARD AND MAKE REPORTS TO THE GOVERNOR, BUSINESS COMMUNITY AND THE GENERAL PUBLIC CONCERNING POLICIES THE STATE SHOULD PURSUE TO STRENGTHEN VOCATIONAL EDUCATION. TWENTY-SIX PERCENT OF OUR STATE BOARD RESPONDENTS INDICATED THAT, OTHER THAN AS PART OF AN ANNUAL REPORT, THEIR ADVISORY COUNCIL NEVER OR HARDLY EVER ADVISED THE STATE BOARD ON STRENGTHENING STRATEGIES OR MADE THE REQUIRED REPORTS. ANOTHER EXAMPLE: THE ACT REQUIRES ADVISORY COUNCILS TO RECOMMEND PROCEDURES FOR THE STATE BOARD TO ENSURE AND ENHANCE THE PARTICIPATION OF THE PUBLIC IN VOCATIONAL PROGRAMS, PARTICULARLY EMPLOYERS AND LABOR UNIONS. FORTY-EIGHT OF OUR RESPONDING STATE BOARD MEMBERS ANSWERED THAT, OTHER THAN AS PART OF THEIR ANNUAL REPORT, THEIR ADVISORY COUNCIL DID NOT MAKE SUCH RECOMMENDATIONS.

NASBE IS PERSUADED THAT THE WIDESPREAD PERCEPTION AMONG STATE BOARD MEMBERS THAT ADVISORY COUNCILS ARE NOT MEETING THEIR RESPONSIBILITIES TO THE STATE BOARD OR THE PUBLIC IS A DIRECT RESULT OF THE FACT THAT ADVISORY COUNCILS ARE RELATIVELY UNACCOUNTABLE TO THE GOVERNOR, THE STATE BOARD OR TO THE PUBLIC FOR THEIR ACTIVITIES. IN FACT, THE ACT EXPRESSLY PROVIDES THAT ADVISORY COUNCILS BE

COMPLETELY INDEPENDENT, BOTH PROGRAMMATICALLY AND ADMINISTRATIVELY, FROM THE CONTROL OF ANY OTHER ENTITY. MOREOVER, THE PERKINS ACT LEAVES ADVISORY COUNCILS FREE TO SET UP THEIR OWN ORGANIZATIONAL RULES, THE ONLY REQUIREMENT BEING THAT THEY HOLD AT LEAST ONE PUBLIC MEETING EACH YEAR.

TO ENSURE THAT ADVISORY COUNCILS MEET THEIR IMPORTANT RESPONSIBILITIES UNDER THE PERKINS ACT, NASBE URGES THE SUBCOMMITTEE TO REEVALUATE THE TOTAL INDEPENDENCE CURRENTLY ACCORDED TO STATE ADVISORY COUNCILS AND TO CONSIDER INCORPORATING MEANINGFUL ACCOUNTABILITY MEASURES WITH RESPECT TO THEIR ACTIVITIES.

III. PROGRAM IMPROVEMENT AND QUALITY

TO BE SURE, FLEXIBILITY AND ACCOUNTABILITY ARE NOT IN THEMSELVES SUFFICIENT TO ACHIEVE QUALITY PROGRAMS. SUFFICIENT FUNDS MUST ALSO BE DIRECTED TOWARD PROGRAM IMPROVEMENT AND ENHANCING PROGRAM QUALITY. IMPROVING THE QUALITY OF VOCATIONAL EDUCATION PROGRAMS IS ESSENTIAL IF VOCATIONAL PROGRAMS ARE TO BE PERCEIVED BY PARENTS AND STUDENTS AS A VIABLE STEP TOWARD POSTSECONDARY EDUCATION, OR AS A VIABLE ALTERNATIVE TO POSTSECONDARY EDUCATION AND A SURE STEP TOWARD PRODUCTIVE EMPLOYMENT.

A. USE BASIC STATE GRANT FUNDS FOR PROGRAM IMPROVEMENT

FIRST, NASBE RECOMMENDS THAT STATES BE ALLOWED TO DIRECT PART A BASIC STATE GRANT MONIES TO PROGRAM IMPROVEMENT ACTIVITIES SO THAT SPECIAL POPULATIONS ARE ASSURED ACCESS TO PROGRAMS OF HIGH QUALITY. WE ALSO RECOMMEND THAT 43 PERCENT OF THE FUNDS ALLOTTED FOR TITLE II BASIC STATE GRANTS CONTINUE TO BE USED TO IMPROVE PROGRAMS, AS WELL AS TO EFFECT INNOVATIVE CHANGE IN THE OVERALL VOCATIONAL EDUCATION SYSTEM. FOR EXAMPLE, THESE FUNDS COULD BE USED TO IMPROVE THE

VOCATIONAL EDUCATION SYSTEM THROUGH STAFF AND CURRICULUM DEVELOPMENT; LINKING VOCATIONAL EDUCATION TO OTHER FEDERAL PROGRAMS; AND DEVELOPMENT OF PERFORMANCE STANDARDS FOR EVALUATING PROGRAM EFFECTIVENESS AND ASSURING ACCOUNTABILITY.

B. INTEGRATE ACADEMIC SKILLS

NASBE ALSO URGES THE SUBCOMMITTEE TO ENSURE THE INTEGRATION OF ACADEMIC BASIC SKILLS INTO VOCATIONAL EDUCATION PROGRAMS BY REQUIRING THAT THE OBJECTIVE CRITERIA USED BY STATES TO ASSESS PROGRAM QUALITY INCLUDE THE INTEGRATION OF ACADEMIC AND VOCATIONAL CURRICULA. AS ANOTHER STEP TOWARD EMPHASIZING ACADEMIC SKILLS, WE RECOMMEND THAT THE EXISTING DEFINITION OF "VOCATIONAL EDUCATION" IN THE PERKINS ACT BE BROADENED AND MODIFIED TO SO THAT IT CONTEMPLATES VOCATIONAL EDUCATION AS ORGANIZED EDUCATIONAL PROGRAMS THAT ARE DIRECTLY RELATED TO THE PREPARATION OF INDIVIDUALS FOR EMPLOYMENT AND EMPHASIZES ACADEMIC BASIC SKILLS.

C. ENCOURAGE ARTICULATION

THE PERKINS ACT SHOULD FACILITATE ARTICULATION EFFORTS AMONG VARIOUS VOCATIONAL INSTITUTIONS BY REQUIRING LOCAL APPLICATIONS FOR ASSISTANCE TO DESCRIBE EFFORTS TO ENCOURAGE ARTICULATION PROGRAMS AMONG EDUCATIONAL INSTITUTIONS IN THE LOCAL AREA, INCLUDING THE DEVELOPMENT OF TECHNICAL PREPARATORY/ASSOCIATE DEGREE PROGRAMS FOR OCCUPATIONAL EDUCATION PROGRAMS BEGUN IN THE JUNIOR YEAR OF HIGH SCHOOL AND COMPLETED IN A COMMUNITY, TECHNICAL OR JUNIOR COLLEGE.

IN PARTICULAR, NASBE ENDORSES S. 439, "THE TECH-PREP EDUCATION ACT," INTRODUCED

BY CHAIRMAN PELL, AND URGES ITS INCORPORATION INTO THE PERKINS ACT. S. 439 WOULD ESTABLISH A PROGRAM OF GRANTS TO A CONSORTIA OF LOCAL EDUCATIONAL AGENCIES AND COMMUNITY COLLEGES FOR PURPOSES OF PROVIDING TECH-PREP EDUCATION. TO ASSURE EFFECTIVE COORDINATION BETWEEN TECH-PREP AND BASIC STATE GRANT FUNDS TO SECONDARY SCHOOLS AND COMMUNITY COLLEGES, WE URGE THAT THIS PROGRAM BE ADMINISTERED THROUGH THE SOLE STATE AGENCY CURRENTLY ADMINISTERING THE STATE BASIC GRANT.

D. CAREER GUIDANCE AND VOCATIONAL COUNSELING

FINALLY, BECAUSE NASBE VIEWS CAREER GUIDANCE AND VOCATIONAL COUNSELING AS A KEY COMPONENT IN QUALITY VOCATIONAL EDUCATION PROGRAMS, WE URGE THAT OCCUPATIONAL AND CAREER AWARENESS, ESPECIALLY FOR AT-RISK STUDENTS, BE ASSURED UNDER THE PERKINS ACT THROUGH PROVISION OF QUALITY CAREER GUIDANCE AND VOCATIONAL COUNSELING. TO EXPAND THE AVAILABILITY AND QUALITY OF CAREER GUIDANCE AND VOCATIONAL COUNSELING, WE BELIEVE IT IS ESSENTIAL TO INCREASE SUBSTANTIALLY THE AUTHORIZATION LEVEL FOR THESE COUNSELING PROGRAMS, FROM ONE MILLION DOLLARS TO $30 MILLION PER YEAR.

THE NEED TO STRENGTHEN OUR NATION'S VOCATIONAL EDUCATION PROGRAMS IS CLEAR. THE TASK BEFORE CONGRESS MUST BE TO RESHAPE THIS VITAL PROGRAM SO THAT IT BECOMES A VIABLE EDUCATION OPTION FOR ALL OUR STUDENTS. NASBE LOOKS FORWARD TO ASSISTING YOU IN THIS TASK.

ILLINOIS COUNCIL ON VOCATIONAL EDUCATION

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MEMORANDUM

TO: Claiborne Pell, Chair
Senate Labor and Human Resources Committee

FROM: Peter Johnson, Executive Director

DATE: July 24, 1989

RE: Written testimony on the reauthorization of the Carl Perkins Vocational Education Act

The Illinois Council on Vocational Education wishes to submit the following recommendations to the Senate Labor and Human Resources Committee as written testimony of record regarding the reauthorization of the Carl D. Perkins Vocational Education Act. They have been developed by the Council as a result of our contacts and meetings with business, industry, labor, and education.

1. Make a title change which includes the word "technical." The Act should read, "Carl D. Perkins Vocational Technical Education Act."

2. Require some type of systematic data collection by states who choose to receive monies through this Act. We presently have limited financial accountability requirements in the Act.

3. The Act needs to address the training and retraining of academic and vocational teachers and counselors to assist them in becoming more aware of what the workforce will need in the nineties. Presently, we have many professionals who are not able to relate to the rapidly changing technology that has taken place in our businesses and industries. It is as important that academic teachers relate their courses to the world of work, as it is that vocational teachers include basic skills in their curriculum.

4. We feel that the state needs more flexibility in addressing special populations. The present breakdown of the 57% monies doesn't always fit state needs. These funds should be reserved to assist persons with special problems, such as those with handicaps or economic and academic disadvantages, gain access to vocational-technical education.

5. The role of vocational-technical education needs to be defined with special emphasis on how it will address our nation's economic growth, training and retraining the people going into the workforce.

6. More emphasis needs to be placed on the integration of academic and vocational programs.

7. There is a strong need to strengthen articulation between the secondary and postsecondary institutions. States should be required to address this in their institutions as a plan for vocational technical education. The Tech Prep bill submitted by Congressman Ford would do much to encourage this, as well as stress academic skills through vocational programs.

8. There should be a stronger relationship between the Carl Perkins Vocational Education Act and the Job Training Partnership Act. This can be done by requiring states to submit a plan for training its workforce rather than two plans which sometimes are not compatible. Requirements and time lines should be similar in both laws to facilitate cooperation. Services and responsibilities should be identified to avoid duplication and conflict. The plans or plan should be a state planning document and not merely for compliance with federal law.

9. State Councils should be maintained with about the same blend of membership and number, and continue with the responsibilities as identified in PL 98-524, with two additions. All State Councils should be appointed by the Governor in all states. State Councils should be involved in all phases of the state plan and have sign off responsibility before it is sent to the U.S. Department of Education.

   The recently passed House bill for the Carl Perkins Act, H.R. 7 replaces the State Council for Vocational Education with a human investment council. The major function of the human investment council would be advising the Governor on the coordination of services and resources across five federal laws; certainly a responsibility of great magnitude. The Illinois Council's concern is that the private sector's autonomous evaluation and oversight will either be eliminated under H.R. 7 or be unaccomplishable due to a conflict of interest since the human investment council includes a number of state and local program deliverers.

   Given the points briefly addressed above, the Senate should reconstitute the Job Training Coordinating Council into the State Human Investment Council to advise on methods of coordinating services and use of funds and resources for applicable programs. The Senate should also reconstitute the Council on Vocational Education into a State Commission on Education for Employment. This commission would provide autonomous citizen evaluation of the outcomes, effectiveness and benefits of each of the five applicable programs toward achieving integration benefiting the client.

We do not consider this recommendation one of preserving self interest but one of accountability. First, this suggestion establishes a "check and balance" system in each state. Second, goals can be accomplished for the same cost. Third, the private sector is kept involved in an autonomous oversight function; and fourth, business, industry and labor continue to donate their time toward improvement of education and training to increase economic competitiveness.

10. Strong state leadership is integral to overall program improvement in vocational education. While the bulk of assistance should go to local educational programs and students, sufficient funds must be available to the state for statewide services assuring consistency in local program development, teacher education, student organizations, the development and implementation of performance standards, curriculum development, research, and model program demonstrations.

11. The Perkins Act should strengthen the public federal-state-local partnership while maintaining important private sector relationships with business, industry, and labor. Legislation must assure the availability of federal expertise to assist state and local programs and to guarantee that congressional intent is enacted. At the same time, business, industry, labor, and education leaders with specific experience in vocational education must continue to provide focused advice for federal and state governments through the National Advisory Council on Vocational Education and State Councils on Vocational Education.

12. Any federally prescribed means of distributing funds within states must be fair to urban, suburban, and rural areas and to existing programs of quality such as area vocational-technical schools.

13. Congress must support improvement of the total vocational education enterprise. The image of vocational education can only be improved by upgrading the substance of our programs.

14. It is essential to continue to maintain match grants. The removal of all match grants will have severe effects on the availability of state and local contributions in future years.

JULY 1989

STATEMENT OF THE ASSOCIATION OF AMERICAN PUBLISHERS, INC.
BEFORE THE SUBCOMMITTEE ON EDUCATION, ARTS AND THE HUMANITIES
U.S. SENATE

The Association of American Publishers, Inc. is a nonprofit trade association composed of publishers of books and other educational materials. Our membership comprises most of the American publishers of educational materials. AAP constitutes the principal trade organization of the book publishing and educational publishing industry. AAP's members produce educational instructional materials for use in all segments of American education, including vocational-technical education. Because of the role that our members play as partners in the educational process, we are filing this statement on the reauthorization of the Carl D. Perkins Vocational Education Act.

AAP believes that funding for vocational-technical education is becoming increasingly important to the competitiveness of America as a nation. From 1986 to the year 2000, the number of American jobs requiring skilled service-producing workers will grow by 25%, while the number of young people entering the workforce will have grown only some 15%. The demand for skilled workers that cannot be supplied by the workforce plagues the American economy and will continue to do so in the foreseeable future. Could it be that the U.S. as a nation is feeling the pinch of competitive pressure from the Japanese and some European countries precisely because we have failed to place a high value on effective basic and vocational-technical training that helps to ensure the development of competent workers?

AAP urges Congress to provide the leadership necessary to reverse the trend toward a workforce having inadequate basic skills and lacking the functional training needed to handle the rapidly changing jobs of today and tomorrow. It is imperative that Congress recognize the new and emerging technologies and changing work environment in the United States, and help this nation's academic and business community chart a course toward a qualified workforce that will improve America's global competitive position.

TOMORROW'S WORKFORCE

The characteristics of the workforce of tomorrow are projected in the authoritative publication, "Workforce 2000--Work and Workers for the 21st Century" (William B. Johnston and Arnold E. Packer, Hudson Institute, June 1987), which states that future jobs in America's workforce will demand much higher skills, and that the fastest growing job availability is projected to be in the technical fields, requiring improved education and skills levels. Technical education, and the educational materials used therein, must be designed to help train those who are needed to fill these future jobs requiring higher skills. Under our current educational system, it is estimated that by the year 2000, more than three-quarters of the available workforce will have only limited verbal and writing skills, while only 40 percent of the jobs projected to be available at that time will be able to be handled by workers with such limited skills. ("Workforce 2000".) Yet even today, the cost to American business of under-educated workers is over $240 billion annually -- more than ten times the amount expended nationally for education-- a cost that could increase significantly by the turn of the century.

Unless we prepare students for an increasingly sophisticated labor market, we risk becoming a nation with a substantial underclass. As Bureau of Labor Commissioner Janet Norwood has recently stated, no democratic society can afford to have a group of people who make it and those who do not (Education Daily, June 28, 1989). Rather, schools must succeed in educating and motivating disadvantaged students so that they may take advantage of more technical, higher-paying jobs. Assuming that the key to success in the job market of the future is education, Congress must ensure that there is equal access for all to acquire basic skills in the functional content and knowledge areas -- not only to satisfy workplace requirements, but also to bolster our democratic underpinnings and develop a productive citizenry that allows the U.S. to compete in the world of high technology.

NEED VOCATIONAL EDUCATION TO ADDRESS DROP-OUT PROBLEM

Strict reliance on academic programs ignores the reality of students who today are ill-prepared to handle rigorous academic subjects and who graduate with inadequate skills or who drop out because they have no success in school and see no reason to continue their education. According to study results reported in Education Week (February 15, 1989), more than half the schools in a recent survey cited increased dropout rates as a fall-out of the new graduation requirements. Twenty-five percent cited increased failure rates. Attention must be directed to the education of youths who do not follow a strictly academic educational path.

To address these tragic drop-out rates, AAP urges Congress to place greater emphasis on secondary programs that reach the "at risk" student early enough to prevent dropout. Funds are desperately needed for programs to develop functional literacy and basic job skills. The most successful dropout programs are those which educate in a nontraditional context -- where vocational training, on-the-job internships, and work experience are integrated -- reinforcing the relationship between education and work. Linkages with employers or others in a profession, and the integration of theoretical and applied aspects of vocational instruction are among the most important factors predicting program quality, according to a report recently published by the National Assessment of Vocational Education. As students experience success in these programs, they also become more interested in setting and pursuing further educational goals. Vocational-technical programs are the light at the end of the tunnel for the growing numbers of people in this country who otherwise would lack the skills they need to become fully functioning members of our society.

ACCESS TO INSTRUCTIONAL MATERIALS

All students must have access to well-designed programs that help equip them to contribute to the success of our country. Not only must the opportunity to obtain educational training be available, but the proper instructional materials must likewise be available so that all students, including the economically disadvantaged and minorities, will have the opportunity to become effective citizens. The reauthorization of the Perkins Act should ensure that funds are available for the purchase of instructional materials that will help carry out the purposes of the Act.

Publishers are producing quality instructional materials responsive to the dual needs of basic education and of vocational-technical programs. The publisher, like the school system and also now the Congress, faces the difficult task of providing effective instructional materials that will meet the needs of varying age groups, varying skill levels and career objectives of the college-bound, non-college bound, and the potential drop-out student. Materials must be available that meet today's needs as well as anticipate tomorrow's -- a formidable challenge, but one which publishers accept and try continuously to meet. It is also important to point out that, although materials are available, the acquisition of books must compete with other demands on the scarce resources of school systems. Of every dollar spent on education, less than one percent is spent on textbooks and instructional materials; the average estimated expenditure per pupil for textbooks in 1988 was only $37.45. Students who must continue to use outdated text materials because their schools cannot purchase up-to-date editions are quickly placed at a disadvantage in learning the most up-to-date technology and business practices.

AAP urges Congress to explicitly authorize federal funds to be spent on the acquisition of "curriculum materials" (which is defined in section 521 of the Perkins Act) for basic literacy skill programs, for vocational-technical programs, and for teacher training and professional development. In the recently-enacted Hawkins-Stafford Elementary and Secondary School Improvement Amendments of 1988, Congress recognized the need to authorize explicit funding for the acquisition of the full range of instructional materials. AAP also recommends that the reauthorization of the Vocational Education Act should contain provisions adopted in other education laws that federal funds will not be used to pay for the development of new instructional materials, unless the Secretary determines such materials are not commercially available.

ACCOUNTABILITY

Secretary Cavazos, in his testimony before this Committee on June 22, 1989, called for accountability in vocational training programs. We concur that accountability is necessary, but we also believe that it should be set at the local level. Those in charge at the local level are best able to determine program quality and student achievement. In this regard, the use of knowledge-based standardized tests is one appropriate approach for determining acceptable program performance. For this purpose, then, federal funding for such testing should explicitly be authorized.

TECH-PREP EDUCATION ACT

Finally, we would support the inclusion of S. 439, the Tech-Prep Education Act, in the reauthorization act as a vital step forward in the field of vocational-technical education. Increasingly, high school vocational students are beginning post-secondary study, but they frequently, and increasingly, encounter difficulty completing programs at a less-than-baccalaureate institution. (Final Report of the National Assessment of Vocational Education.) At the same time, research indicates that the amount of vocational training taken at the postsecondary level has clear economic benefits. The National Assessment of Vocational Education has found that in a representative sample of vocational education students from the high school class of 1980, those accumulating 50 post-secondary credits of vocational education were more likely to find work in their field of study than those receiving only 12 credits, that they also averaged an hourly wage $1.41 higher, and that overall, their rate of unemployment was 7.5 percent lower. (Final Report of the National Assessment of Vocational Education.) The inclusion of federal aid for postsecondary vocational-technical education would help fill the need of this country to develop a skilled, competitive workforce. We must take steps now to avoid losing our leadership role because of an ill-trained workforce that is less and less able not only to function at a basic level, but also to offer significant innovation through technological advances.

* * * * *

AAP firmly believes that we are at a critical juncture in American history. We can either move forward to ensure that we have a citizenry with adequate skills to fulfill the needs of the American workplace, or we can fall back and not only destroy the role of America as a world leader, but also destroy the hopes and aspirations of those Americans who aspire to become meaningful citizens with sufficient skills and training to become gainfully employed. With funding from the reauthorization of the Carl D. Perkins Act, our educational institutions can move forward to train students in the skills they will need to support a strong America.

PREPARED STATEMENT OF FORREST P. CHISMAN

Late in 1988 the Southport Institute for Policy Analysis, a not-for-profit, non-partisan research institution, completed an intensive six-month investigation of the current Federal efforts in Adult Literacy. Shortly thereafter, in January of 1989, we released our final report, Jump Start: The Federal Role in Adult Literacy.

Jump Start took a broad view of adult literacy in both its findings and recommendations. The report not only discussed traditional adult literacy programs and policies, but also included many areas that have remained on the fringes of the literacy debate. These fringe programs and policies, by purpose, are indisputably tied to literacy; their measure of success or failure is based on the premise that program participants have achieved adequate levels of literacy and gone on to fulfill employment, occupational and self-sufficiency goals. Our investigation outlined these existing policies and systems, and sought a common ground for building a national policy. The common ground we discovered was the economic, political and individual need for establishing a literate, trainable workforce.

Using this broader definition of adult literacy, federal policy can be described in numerous ways and found under various labels: adult literacy, adult education, basic skills training, or basic academics. We found no single system, approach, or policy but rather a vast array of programs in almost every federal department. This is not necessarily bad news, since a pluralistic approach is necessary to reach and accommodate the heterogeneous group of adult learners. But the lack of any substantial connection between these structures does present multiple problems.

As I stated in Jump Start, adult literacy is everyone's business and nobody's responsibility. **The education and job training resources we have must be strengthened, enhanced and held accountable for providing the necessary literacy training to the workers of today and those individuals who will comprise our future workforce.**

Vocational education fits squarely within the scope of these resources and the mandate to build a quality workforce. Existing law allows the vocational education program to provide basic skills instruction for students needing such assistance under the rubric of pre-vocational services; but doing so is not required, nor is it adequately rewarded or supported. Furthermore, most vocational programs are not now designed with an integrated approach, combining basic academics with occupational training, nor is a program's quality measured on how well a student masters these basic skills. The complexity of our daily lives demands that individuals possess literacy skills, employers require workers with higher levels of basic skill competencies, and vocational students must not be relegated to an obsolete class of workforce dinosaurs. **Basic skills competency must become a goal of vocational education.** Vocational education and occupational training can no longer rest on narrow skill attainments as the desired outcomes for the program. Basic, transferable skills must be included in the measure of a quality vocational program and a successful student.

The vocational education program is in a unique position of being able to assist both high school students and individuals returning to an educational setting to upgrade their skills. A coordinated and focused plan of providing basic skills instruction within the vocational program is critical for both of these groups. Vocational education is one of the few programs where young people, who have left the traditional school system, and adults can obtain the training they need. **These "adults" must be included as one of the program's special populations targeted for service and assured access to quality programs within the vocational system.** These adults are ready to become our skilled workers of today and will comprise 75% of our workforce in the year 2000.

Vocational education cannot accomplish the task of preparing a literate workforce, alone. This program must **join forces with the Job Training Partnership Act (JTPA), Adult Education Act (ABE) and the Family Support Act (FSA) to provide the coordinated basic skills training plan needed by these individuals to access the labor market, advance within business and industry, and take advantage of further job-specific training.** These programs must help build continuums of service which prepares individuals for the workforce and a complex world. While individual program goals may differ, a common thread is the need to establish a solid foundation of basic skills for participants.

The basic skills mandate is a new direction for the vocational education system and requires an additional investment by the system in retooling its own infrastructure. **Teacher training and investments in learning technologies are fundamental tools the system must have to adequately address the basic skill needs of vocational education students.** Without sufficient financial support for these investments the vocational program will not meet the challenges of providing quality services. It will, in fact, fall short of meeting the needs of its students, the community and the country's need for a quality workforce.

The professional development and upgrading activities, however, should not be done in isolation but in collaboration with other public and private basic skills and literacy service providers. This investment approach provides an excellent opportunity for instructors and educators to learn from one another, create continuums of service and build economies of scale in service delivery.

Focusing the vocational education program on the basic skill needs of its students and placing a high priority on an investment strategy to build and coordinate a state of the art delivery system would help the program address the needs of its students in the 1990s and establish a solid direction for meeting long-term future demands.

I appreciate this opportunity to present our views to the Subcommittee as the members reauthorize the Carl D. Perkins Vocational Education Act. I have also attached for your consideration, four specific recommendations which creates a basic skills framework for the vocational education program. I would welcome the opportunity to discuss these recommendations with any of the members and staff at their convenience.

Recommendations for Congressional Consideration

From The Southport Institute for Policy Analysis
Based on Jump Start: The Federal Role in Adult Literacy

THE CARL D. PERKINS VOCATIONAL EDUCATION ACT SHOULD BE AMENDED TO:

1) **Mandate basic skills competency as a goal of vocational education.**
   - Provide basic skills training both as a pre-vocational service and as an integrated part of vocational education.
   - Apply the basic skills competency goal to all vocational students, youth and adults, in both the secondary and postsecondary programs.
   - Include English as a Second Language (ESL) instruction within vocational programming.
   - Award academic credit to students who master basic skills competency through vocational programs, and credit the student's enrollment to the vocational education program providing the basic skills instruction.
   - Require states to develop basic skill competency measures, which are based on the employment opportunities of today and likely to meet future demands.
   - Require basic skills competency or participation in a program that will lead to basic skills competency as a condition for participation in job-specific vocational education.
   - Assure access to quality pre-vocational services and vocational programs for adults, especially adults lacking adequate basic skills.

2) **Support the coordination of vocational education with the Job Training Partnership Act (JTPA), the Adult Education Act (AEA), and the Family Support Act (FSA/JOBS).**
   - Encourage joint planning, service delivery and the pooling of resources at the local level.
   - Create an 8% set-aside in the vocational education legislation, which is to be used with the JTPA 8% education set-aside either through cooperative agreements between the Governor and the state administrator of vocational education, or by granting the Governor administrative control over both 8% set-asides.

     These set-asides should:
     - A) Assist vocational and JTPA programs to build their capacity to deliver basic skills services;
     - B) Promote cooperative efforts with other basic skills programs;
     - C) Establish systems to ensure accountability for basic skills service delivery and competency.

     These purposes can be met by activities such as: curriculum and model program development; interagency plans that move participants along a continuum of service and across programs as appropriate; targeting intrastate resources to areas most in need; joint data collection; common measurement tools; evaluation and incentives for quality programming.
   - Nothing in the 8% set-asides should be construed to prohibit other federal and state funds from also being used for these activities.

Recommendations for Congressional Consideration (Cont.)

- Strengthen the connection between vocational programs and adult education programs, as is currently done for JTPA, by referencing the AEA program in the vocational education legislation, in appropriate sections such as: state planning; and membership in the state council.

3) **Provide for teacher training and technology investment.**
   - Establish a federal grant program that would match (on a one-to-one basis) up to 4% of each state's federal allocation for vocational education for each of the following two purposes:
     A) Training teachers to provide basic skills instruction; and
     B) Purchasing or developing technology-based learning systems or services.
   - Require that teacher training programs established under these provisions must be open to all public and private providers of basic skills instruction within a reasonable geographic proximity of where the program is carried out, on an as-available basis and at no greater charge than the incremental cost of including additional participants in the program.
   - Require that the purchase and development of technology-based learning systems and services be carried out through collaborative efforts with state and local job training and adult education authorities, wherever possible. The goal of this requirement should be to maximize the common use of these systems and services by all programs providing basic skills instruction.
   - In furtherance of that goal, require that all technology-based instructional systems or services purchased by vocational education systems receiving federal funds must be available free or at cost, when they are not in use by vocational programs, to all other federally-supported basic skills programs, and also to corporate or non-profit basic skills providers. Furthermore, any individual enrolled in any federally supported basic skills program should be categorically eligible to use these instructional systems or services, on an as-available basis, and the vocational program shall be reimbursed by the programs in which individuals are enrolled at a rate not to exceed the incremental cost of this additional usage.

4) **Encourage basic skills and literacy training by community-based and volunteer organizations by adding these activities and programs to the section listing the allowable "uses of funds" for Part A of Title III of this Act.**

IN ADDITION TO LEGISLATIVE CHANGES:

- **Support and strengthen the business/industry ties to adult vocational education with report language calling for the full funding of the training and retraining of adults mandated in Part C of Title III of this Act.**

United States Senate
WASHINGTON, DC 20510

August 10, 1989

The Honorable Claiborne Pell
Chairman
Subcommittee on Education, Arts, and Humanities
Senate Dirksen Building, 648
Washington, D.C. 20510

Dear Senator Pell:

Enclosed are comments prepared by the Crownpoint Institute of Technology in Crownpoint, New Mexico, and the United Tribes Technical College in Bismark, North Dakota, on S.1109, legislation to reauthorize the Carl D. Perkins Vocational Education Act. We respectfully request your consideration of these comments and ask that they be included within the printed record of your subcommittee's July 27, 1989, hearings on the Carl Perkins Reauthorization legislation.

Through this testimony we hope that you will recognize the critical need for statutory authorization of these two tribal collges and will agree to include such authorization within the Carl D. Perkins Vocational Education Act.

These schools, the only two tribal institutions committed solely to providing quality vocational educational opportunities for Native American students, are worthy of our our strong support and encouragement. Unfortunately, their efforts to better prepare their students to meet the competitive demands of the 21st century are hindered by the fact that the schools lack stable funding sources. Without dependable funding from the federal or state government, the problems they must grapple with are many. The schools exist year-by-year, competing for grants that get smaller and smaller. Long range planning is difficult, because administrators often do not know whether they will be able to operate in the future. Critical structural repairs remain undone and course curriculum sometimes suffers.

Yet despite these adversities, these two schools are successes. Since first opening its doors in 1979, Crownpoint Institute of Technology has graduated more than 1,200 skilled workers into the nation's workforce. Nearly all of these graduates were unemployed and without job skills when they enrolled into Crownpoint. United Tribes Technical College, founded in 1969, has a 10-year average placement rate of 80 percent. An average of 275 adult students and 180 children from as many as 39 reservations pass through its doors from August to May of each year.

Again, we respectfully request that you include statutory authorization for these two collges within the Carl D. Perkins Vocational Education Act. Thank you very much for your attention to our request. As always, we send our best regards.

Sincerely,

Jeff Bingaman
Jeff Bingaman
United States Senator

Kent Conrad
Kent Conrad
United States Senator

Pete V. Domenici
Pete Domenici
United States Senator

Quentin Burdick
United States Senator

Enclosure

JOINT TESTIMONY
OF THE
UNITED TRIBES TECHNICAL COLLEGE
AND THE
CROWNPOINT INSTITUTE OF TECHNOLOGY
ON REAUTHORIZATION OF THE VOCATIONAL EDUCATION ACT

BEFORE THE

SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES

OF THE

LABOR AND HUMAN RESOURCES COMMITTEE

U.S. SENATE

PRESENTED BY

DAVID M. GIPP, PRESIDENT, UNITED TRIBES TECHNICAL COLLEGE

AND

JAMES TUTT, PRESIDENT, CROWNPOINT INSTITUTE OF TECHNOLOGY

(AD HOC COMMITTEE MEMBERS ON INDIAN VOCATIONAL EDUCATION)

3315 UNIVERSITY DRIVE
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JULY 27, 1989

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Mr. Chairman and Members of the Subcommittee and Committee, on behalf of both the Crownpoint Institute of Technology (CIT) and the United Tribes Technical College (UTTC), thank you for the opportunity to submit this statement in regard to the reauthorization of the Vocational Education Act, and legislation as it may affect American Indian Tribes.

I should note that Mr. James Tutt is the president of Crownpoint (CIT) and I am David M. Gipp, president of United Tribes (UTTC). CIT is located in Crownpoint, New Mexico, and UTTC is located at Bismarck, North Dakota. Both are tribally recognized postsecondary vocational education institutions serving American Indians in this field.

While this testimony will detail our views, concerns, needs, and findings, please, note--up front--our requests and recommendations as it relates to reauthorization of the national Vocational Education Act. In summary, they are as follows:

(1) The Crownpoint Institute of Technology (CIT) and United Tribes Technical College (UTTC) are requesting permanent legislative authorization through the U. S. Congress as their operations. They are both unique campus-based models in "Indian Country" and represent efforts by "Federally Recognized Tribes" to effectively attain economic and cultural independence for the populations they serve. Neither schools have had adequate or consistent support through either the Vocational Education Act or from such agencies as the Bureau of Indian Affairs, Department of the Interior. Neither are recognized by other acts of Congress, as the tribal higher education community colleges are via the Tribally Controlled Community College Act. I shall detail this request further in our statement.

(2) Based upon the independent "National Indian Vocational Education Needs Analysis" conducted in 1988 and completed in 1989 by the Ad Hoc Committee for Vocational Indian Education, there is strong evidence of "unmet needs of Indian populations in vocational education nationally." It prompts us to recommend that the U. S. Congress maintain and increase a set aside from 1.25 percent to 2.75 percent for American Indian populations (3 percent with Native Hawaiians). Unmet needs include the growing Indian population nationwide, requests by tribes for vocational education programs, and the need for more diverse programs fitting to increasing tribal capacities and perspectives.

This funding via a set aside is critical since tribal governments have a unique legal status with the United States, unlike other interest groups or populations within the norm of Federal domestic policy. Second, most states still do not sufficiently address or in many instances continue to preclude "Tribally controlled" efforts from federal or state resources. Public schools, state supported vocational centers or institutes are largely supported through state allocated Carl Perkins funds while few or none of these resources reach Tribes or their entities. State appropriated funds to Tribes are virtually non-existent.

(3) There are now postsecondary models such as CIT and UTTC, but alongside these flagships are the tribally controlled colleges--some 21--developed around the nation since 1969. These schools offer a first time focus in developing meaningful and relevant training for reservation based rural tribal members. There is a need for such schools to be a priority in offering able and continued, consistent and relevant vocational education for economic development. Currently, because of the discretionary grant approach utilized by the Department of Education to grantees nationally, a college may be funded for a cycle but lose the program in the next. This approach is inconsistent, ending before any long term effect takes full development at a tribal economies level. It is critical to enhance and build consistent efforts at the local tribal level--both in terms of equity, quality and cost effectiveness. A priority for tribal college funding within a set aside is required, at not less than .25 percent. These schools have an effective developing history of serving a forgotten--overlooked--Indian population.

(4) There is a need to provide opportunities for a growing population of Indian Youth in "Indian Country." Youth served through Bureau of Indian Affairs funded secondary schools are not beneficiaries of either Carl Perkins Vocational Education Act funds, either directly or through the various State allocations (unless there are cooperative agreements with a public school district). BIA operated and contract schools are precluded due to federal and state elgibility regulations. Resources from the reformed Indian Basic Education Act are not sufficient to provide for vocational education to students under the Indian School Equalization Program formula. A priority must be established which allows for vocational opportunities to this population of Indian Youth, currently being excluded. Eligibility for such schools needs to be provided, along with new resources to the Department of Education and the Interior Department--including flexibility to match funds.

(5) There is a significant need to provide adequate technical assistance, research for applicable vocational education programs specific to Tribes, and to accommodate linkages for tribal economic development and vocational education. Oftentimes, this work needs to be applied to specific tribal conditions, since resources and infrastructures may vary from one Tribe to another. Historically, the research centers have primary missions toward State and public supported vocational education systems. Study efforts have been limited to special short-term study projects for Tribes. It is recommended that a "National Center for Research and Assistance for Tribal Vocational Education" be established. The legal doctrine of "Indian Preference" should be among key qualifications of potential providers.

Overall, based upon results of the National Indian Vocational Education Needs Analysis (1989), information from federal agencies, the various States, the Tribes, and our own experiences, there continue to be major barriers for Federally Recognized Tribes in accessing vocational education resources for their populations. Yet, these populations have the most severe unemployment rates in the Nation--averaging 52 percent in the Northern States and some 35 percent in the Southern States. American Indians and Native Hawaiians, despite the positive efforts of the existing set aside, continue to be locked out of the mainstream of vocational education opportunities.

Directed priorities and an increased set aside for these special tribal populations are requisite in any reauthorization of the Vocational Education Act.

Mr. Chairman, we would request that the Subcommittee and Committee consider incorporating the provisions addressed in Senate Bill 496. S. 496 was introduced by Senators Bingaman, Domenici, Inouye, Burdick and Conrad in the 101st Congress. S. 496 will, in part, rectify the inequity that Tribes have borne. It addresses the increased needs and the changing priorities of how Federally Recognized Tribes and their entities can begin to build economic and cultural self-sufficiency on their own terms for their own populations.

This bill has the support of the American Indian Higher Education Consortium (of tribal colleges), Crownpoint, the United Tribes, and the North Dakota Tribes. The National Indian Education Association supports a three percent set aside for Indian Tribal populations.

Crownpoint and United Tribes--Vocational Educational Institutional Models

Mr. Chairman, on behalf of Crownpoint and United Tribes, both of these schools are unique "Indian Country" models in vocational education. Both are campus-based and are accredited by the North

Central Association of Colleges and Schools. Both specialize in providing vocational education and technical training to reservation based populations. The oldest, United Tribes (UTTC) was founded in 1969 by the North Dakota Tribes, and has been in continuous service to Tribes throughout the region and country since that time. Crownpoint is chartered by the Navajo Nation, operating since 1979.

United Tribes places emphasis on the overall development of the American Indian Family, while providing for the adult education and vocational skill of the individual adult. As a result, children who are student dependents of the adult students attend classes at the nursery, preschool or elementary school (K-8) on the 105 acre campus. The philosophy is that "while the adults are learning so should the children." The child and adult learners will acquire the skills and individual persistence to be successful in the classroom and in the world of work.

Thus, United Tribes serves an average of 275 adult students and some 180 children from August to May of each year. Eleven defferent vocational programs are offered, along with adult basic education programs and special programs to upgrade English, reading, math and science skills. While students attend primarily from North Dakota, South Dakota and Montana, they are also from Utah, Nebraska, Wyoming, Wisconsin, Michigan, Washington and six other states. A range of 15 to 39 different tribes have been served.

The average age of adult students is 22, and the average number of students on the United Tribes "waiting list" is 200. The strongest numbers represented on the waiting list is the single parent family—usually a young mother with two children.

For the past ten (10) years the placement rate for United Tribes graduates is some eighty (80) percent and the same at Crownpoint Institute of Technology (CIT) for 1988. CIT has a completion rate of ninety (90) percent of its enrollment.

Both institutions provide adult education and survival skills - job seeking and job keeping skills, consumer education and life management courses.

United Tribes offers one year and two year programs at the certificate granting and two year associate of applied science degree levels. Crownpoint offers one year certificates in nine vocational areas.

Aside from classroom and on-campus labs, both institutions rely on private employers for clinical and on-the-job training for successful student graduation.

At the Crownpoint Institute of Technology, the Navajo language is utilized in the classroom to augment English teaching methods. This has increased rentention to nearly ninety (90) percent and accommodated highly successful placement rates. Most students are from the Navajo Nation and the school serves the needs of the Tribe and the major population centers on or near the reservation. The potential to serve other Tribes is great, considering another 60,000 American Indians are in Arizona, New Mexico, Utah and Colorado.

CIT has a population base of 181,000 Navajo members with a projection at 226,000 by the year 2,000.

The Navajo population, itself, is young, undereducated, highly unemployed and half are living beneath the poverty level. The population as a whole is growing larger and younger.

The graduate from UTTC pays back in taxes through productive employment the investment in training in 6.3 years. A 1987 CIT graduating class of 135 former students paid $460,000 in federal taxes for that year alone. Both institutions render strong evidence of a worthwhile investment in Indian vocational education.

The sum is that both institutions serve as campus-based models for strengthening Tribally-based populations. Each serve as major stepping stones for students who come from severe, economically-depressed conditions. Each institution has detailed case testimonials of successful graduates and of students who are successful business persons.

Yet the Crownpoint Institute has not received any institutional operating funds from the Bureau of Indian Affairs. While it has been a recipient of Carl Perkins Vocational Education funds in the past, this source ended in 1989 due to the discretionary nature of this program under the current set aside. Crownpoint has requested operational funds, but has not been successful relative to BIA resources.

United Tribes, while receiving operational support through the Bureau of Indian Affairs as an item in the budget, is subject to arbitrary cuts by the BIA. No effective policy in this regard exists in the BIA system for such institutions.

There is a need to develop legislative authorization and commit the resources necessary for a stable set of services for students served in vocational education at Crownpoint and United Tribes. Operating resources of $1.5 million annually for Crownpoint are requested and $2.1 for United Tribes.

The Continued Vocational Education Need of Tribes

Mr. Chairman, we note that access and increases to vocational education opportunities by Indian Tribes and their populations continue to be major hurdles, despite the progress made since 1977 through the current Vocational Education Act.

Some of the findings of the 1988-1989 "National Indian Vocational Education Needs Analysis," conducted by an Ad Hoc Committee for Indian Vocational Education, are noted.

The committee was represented at various stages from the American Indian Higher Education Consortium (of tribal colleges), the National Indian Education Association, the National Indian School Board Association, the Association of Contract Schools, and various Tribes and grantees (from the Department of Education set aside project). All are key to American Indian education.

Issues discussed included examples of successful tribal programs, the needs and problems which confront Tribes through the end of this century. A high percentage--upwards of 90 percent--of Indian Youth and the adult workforce will spend their lives in technical or vocational occupations.

Yet the analysis indicates that Federally Recognized Tribal populations are not yet being adequately served--either as a result of existing conditions for tribal economic development and despite the fact that Tribes are increasingly calling for established priorities themselves.

The ad hoc group has examined the goal of "maximizing participation of Indian populations in vocational education," as a reasonable mode to tribal control, and economic and cultural self-sufficiency.

A national needs survey was developed and administered independent of federal government sponsorship. Crownpoint and Oglala Lakota College administered a committee survey to some 280 of 400 Federally Recognized Tribes. Twenty-eight (28) percent responded, representing 45 percent (460,000) of this population. Analysis was completed by United Tribes and Crownpoint.

Unemployment ranges from a low of seven percent to 90 percent of the surveyed Tribes. The survey was broken into the Northern tier of Tribes which averaged a 52 percent unemployment rate and 45 percent for the Southern tier.

The results show a direct correlation between those Tribes which have ongoing vocational education programs linked to economic development programs and low unemployment rates.

Where vocational education is offered on some isolated reservations there are examples of (1) Indian-owned small business persons (e.g., carpenters plumbers, electricians, etc.); and (2) cooperative enterprises employing tribal members (e.g., fish hatcheries, manufacturing, range and wildlife management, etc.).

Mr. Chairman, the needs analysis reaffirms earlier national studies, lending validity to the following in 1989.

(1) Unemployment on Indian reservations remains a national disgrace, being considerably higher than the national average or higher than other major disadvantaged groups;
(2) A majority of Indian students do not succeed in non-Indian institutions;
(3) Educational attainment for Indians at the secondary and postsecondary levels is far below the national average;
(4) The vast majority of reservation economies are not yet self-sustaining;
(5) Tribal members suffer significantly higher incidences of social problems which correlate to inadequate educational and employment opportunities;
(6) The Indian population is growing increasingly younger than the national dominant society population.

For example, 35 percent of the surveyed population are under age 16, and another 34 percent are between the ages of 17 and 35.

Indian high school drop out rates remain exceedingly high. Of the Tribes surveyed, there is a 40 percent average rate of drop out from high school in the Northern tier of Tribes. It is a 35 percent drop out rate among Southern tier Tribes.

The average educational level attained for Indians is grade 10. Slightly more than one percent of this population currently completed at any off-reservation postsecondary educational institution.

Factors which contribute to low high school completions include: (1) perceived lack of curriculum relevancy by Indian students, and (2) cultural differences in non-Indian dominated classrooms.

Other barriers at the postsecondary levels are (1) cultural differences between the transition from reservation to non-Indian, urban environments; (2) non-Indian expectations as to what constitutes successful behavior versus traditional Indian or tribal behavior.

As to other responses, 97 percent of responses expressed a need for vocational education for tribal members. Most Tribes have comprehensive economic development plans and nearly 75 percent noted that vocational technical education is within these plans.

While a primary source of vocational education dollars ($838 million) flows from the federal government to the States, based on a population count which includes American Indians in the State, 86 percent of the surveyed group received no vocational services at all from the States. Fifty-six (56) percent of the Tribes were not aware of their respective State's vocational education plans, nor how the State proposed to serve the counted Indian population.

Mr. Chairman, what is clear is that when Indian Tribes and their own schools cannot access resources either directly through the existing set aside, then the alternatives to State resources and most other resources are limited or nonexistent.

The current set aside for American Indians and Native Hawaiians under the Carl Perkins Vocational Education Act is not sufficient, although some 10 million is distributed on a discretionary grant award basis. While the program is a positive step, only 85 unduplicated tribes have been served since 1977.

There is ample evidence in our findings to conclude that a major unmet need exists relative to vocational education and Indian tribal populations.

Some 65 percent of the responses indicate that vocational education can have positive impacts on social problems such as alcohol or drug abuse. For example:

> "Vocational training provides tribal members with the skills necessary to obtain jobs on and off the reservations. Many ...have gone into business themselves ... find jobs... They then refrain from excessive alcohol or drug abuse."

The Nisqually and Tulalip Tribes, Washington, and the Lac da Flambeau, Wisconsin, have successful tribal fisheries projects which have utilized vocational education. The Mississppi Choctow have tied vocational education to tribal industries. Under the current set aside Bay Mills, Michigan, the Penobscots in Maine, and the Salt River Tribe, Arizona have placement rates ranging from 90 to 100 percent.

The Devils Lake Sioux Tribe, Fort Totten, North Dakota, has utilized its local tribal college to provide training to local tribal members, who are employed in its own multi-million dollar manufacturing company.

The national survey shows that over 40 different vocational occupations are needed in tribal communities, ranging from business and computer technologies to the standard trades to medical and natural resources fields.

It is necessary to enhance tribal development through a series of directed priorities, allowing for greater access to national vocational opportunities and to the resources to carry out more effective tribal self-determination.

The Tribal Colleges

In addition, the Tribally Controlled Community Colleges serve as another model for Indian vocational education. There are some twenty-three located throughout the country. Eleven of these are currently providing such services to Tribal economic priorities. Although twenty-one of these schools receive funds under the Tribally controlled Community College Act, the funds for vocational education emphasis are lacking. The Tribal College Act was the result of strong bipartisan advocacy in 1978. CIT and United Tribes do not receive nor are they eligible for Tribal College Act funds.

BIA Funded Secondary Schools

As to vocational education preparation for secondary school students, a predominant number are served through public schools which receive Carl Perkins Vocational Education Act funds via the state allocations. The exceptions to this, however, are those students who attend Bureau of Indian Affairs funded schools. These include schools which are tribally controlled or are directly operated by the BIA.

Given the fact that the independent "National Indian Vocational Education Needs Analysis" indicated some 35% of the sampled population are under 16 years of age, it is apparent that a growing need exists.

The current Indian School Equalization Program (ISEP) formula which funds BIA operated or contracted schools is currently not adequate to support vocational education programs. Yet the need exists, but is not being met for these children.

Research and Assistance For American Indians

Based upon the survey, it is apparent that Tribes and tribal organizations have a wide range of informational and capacity building needs to effectively utilize and build vocational education programs. Responses ranged from the need for more information about the national Indian vocational education programs to some fifty-four (54) percent noting the need for technical assistance.

While most Tribes recognized the importance of linking vocational education to economic development, there is evidence that Tribes need to develop closer linkages to the existing private sector. Currently, most vocational education research is oriented toward states and their respective agencies and schools. With the exception of three national study efforts in the early 1980's, tribal vocational education and the economic studies of Tribes had not been consistently followed-up.

Mr. Chairman, on behalf of United Tribes, Mr. Tutt of Crownpoint, members of the Ad Hoc Committee on Indian Vocational Education, and the task force on vocational education from the American Indian Higher Education Consortium, thank you for your time, consideration, and careful review of our findings and recommendations.

If you should need further information of data, please, do not hesitate to contact us.

INDIAN AND NATIVE HAWAIIAN VOCATIONAL EDUCATION PROGRAMS
(1988-89 Needs Analysis)

HISTORICAL OVERVIEW

The national "Indian Vocational Program" was developed in 1976 and enabled by the U.S. Congress in 1977, during reauthorization of the Vocational Education Act of 1963. In 1984 Hawaiian Natives were included during reauthorization of what became the Carl Perkins Vocational Education Act. It is the Indian and Hawaiian Native programs, Title I, Part A, Section 103 of P.L. 98-524.

The first national Indian program was largely generated as a result of sponsorship by former Congressmen Albert Quie (R., Minnesota) and Michael Blouin (D., Iowa). This bipartisan House effort culminated in 1977 with an initial Indian program at one percent. Among other stipulations it required that the Bureau of Indian Affairs match funds by a commensurate amount, and authorized the Secretary of Education to administer the program to Indian Tribes.

The Indian programs were first authorized nationally (and subsequently reauthorized) because of unmet needs, but more specifically included:

1. the unique status of federally recognized Tribes. In particular, Congress recognizes, by treaty or federal law, some 400 Indian Tribes and Alaska Native Communities;

2. the federal trust responsibility to Indian Education, more recently clarified in Section 5803 of P.L. 100-297;

3. historically, federally recognized tribal and Alaska Natives populations were either precluded or minimally served by the various states - an ongoing problems for tribal governments;

4. lack of access by reservation-based Indian populations to vocational education programs due to such factors as geographic and economic isolation, or lack of culturally and community based programs;

5. the lack of vocational education opportunities for Indian youth and adults especially as it relates to the necessary vocational skills for tribal economic development;

6. the issue of enhancing local control at the tribal government level, where decisions could be made in accord with economic, cultural considerations for self-sufficiency and self-determination. This original effort is well within the accord of P.L. 93-638, The Indian Self-Determination and Educational Assistance Act. This accord continues under the current national Indian vocational authorization.

In 1977 twenty (20) Tribes and Tribal organizations were funded at a level of $5.2 million. There were 78 applications in competition for the discretionary program. By appropriation year 1988 the Department of Education funded 52 tribal projects out of some 105 tribally competitive applicants for a total funding level of $10.4 million. From 1977 to 1989 some 636 Tribes and Tribal organizations have applied, while 409 have been funded. Over the past twelve years $79.7 million has been directed toward tribal vocational education programs from the Department of Education. The Department of Interior's Bureau of Indian Affairs has never jointly matched funds, although mandated by the U.S. Congress. More on this subject later.

The total number of unduplicated tribes served since 1977 is 85 with tribal grantees located in 25 unduplicated states. An average of 5,000 students are served each year with a 75% placement rate of certified graduates. Data originates from the United States Department of Education.

The national programs for Indian Tribes and Tribal organizations is currently earmarked at one and one quarter (1¼) percent and one quarter (¼) percent for Hawaiian Natives.

Although the U.S. Department of Education is the authorized administering agency for the "national Indian vocational education programs," the Bureau of Indian Affairs (BIA) is mandated under current law to participate and equally match funds. Since 1977 the Bureau of Indian Affairs has successfully obtained Congressional waivers to match Department of Education appropriations for this program. In effect, the Bureau has been able to avoid its Congressionally prescribed mandate. Additionally, the BIA is designated under the Carl Perkins Vocational Education Act as the "State Board of Indian Vocational Education," thus utilizing a "51st state concept for Indian Tribes." Nevertheless, the Bureau of Indian Affairs has never established an Indian board comprised of tribal representatives. No national Indian consultation or policy development has ever taken place as it regards the Bureau of Indian Affairs and vocational education. The Bureau of Indian Affairs, in accord with existing law, does consult and advise the Department of Education as to the list of "certified eligible Tribes and Tribal organizations" which apply under the existing discretionary programs.

THE CONTINUED NEED - A NEEDS ANALYSIS (1988-1989)

Recognizing the value of vocational education to American Indian Tribes and Alaska Native communities, a group of concerned Indian educators began reviewing the status of Indian vocational education in the Spring of 1988.

Representatives from the Crownpoint Institute of Technology and United Tribes Technical College, both the first Tribally controlled vocational education institutions, convened a series of meetings. The Ad Hoc Committee for Indian Vocational Education included representatives from the Tribally controlled colleges, the National Indian Education Association, the National Indian School Board Association, the Association of Contract Schools and various Tribal governments and grantees.

Issues discussed included various examples of successful Tribal programs, and the needs and problems confronting Tribes now through the end of the 20th Century.

What was evident is that a high percentage - upwards of 90% - of Indian youth and adult workforce will spend their lives in technical or vocational occupations. Yet the indicators are the federally recognized tribal populations are not being served in adequate numbers - either in preparation for tribal economic development or as a result of greater calls by Tribal government to establish local priorities themselves.

The "Ad Hoc" group noted a major goal of "maximizing participation of Tribes/Indian populations for opportunities in vocational education" - relative to local tribal control, economic and cultural self-sufficiency.

Next it was important to determine what the needs, accomplishments and importance Indian vocational education have to Tribal communities. A "national needs analysis" - independent of government sponsorship - was developed and administered to some 280 of 400 federally recognized Tribes. Crownpoint Institute of Technology and Oglala Lakota College administered a 24 question instrument during the Summer, 1988. Twenty-eight (28) percent of this group responded to the national survey. Tabulation of results and analysis was conducted by CIT and United Tribes Technical College. Data and responses were analyzed question by question. Data was reported in frequencies and ranges, and comments from respondents were listed. The full study is also being reviewed under a "statistical program for the social sciences."

THE UNMET TRIBAL NEED IN VOCATIONAL EDUCATION

The total population ascertained through this national survey was nearly 460,000. Unemployment ranges from a low of seven (7) percent to a high of ninety (90) percent of the targeted Tribes. The *Northern tier* of Tribes averaged a fifty-two (52) percent unemployment rate.

Of the Tribes surveyed in Northern and Southern tiers, * thirty-five (35) percent of the Indian population is under the age of sixteen. Thirty-four (34) percent are estimated to be between the ages of sixteen to thirty-five.

The analysis indicates that Tribes recognize and need vocation education programs. Many tribal groups had little knowledge of the national Indian vocational education program under the Carl Perkins Vocational Education Act. Tribal responses were indicative of a greater need for technical assistance and information about the program. Most Tribes indicated that vocational education had a positive impact on the drug and alcohol problem on reservations (seventy ((70)) percent among the Northern tier of Tribes surveyed). They noted such reasons as follows:

> "Vocational training provides tribal members with the skills necessary to obtain jobs on and off the reservations. Many of our trained tribal members have gone into business for themselves and those who are able to find jobs have become self-sufficient. They then refrain from excessive alcohol and drug abuse."

Nearly all tribal respondents noted the value and importance of vocational education to local reservation economies. Note the following response:

> "Indian Tribes throughout the U.S. are utilizing their resources through economic development. In order for economic development to occur, people must be educated, one way or another. A vocational education program will help Tribes to educate our own people so that we may become actively involved and employed in our own Tribe's economic development."

In addition to such comments, nearly all Tribes surveyed indicated they had economic development plans, and over three fourths had accounted for tribal vocational education in such plans. Nevertheless, there remained a strong need to actually provide such programs.

In regard to "States", *fifty-six* (56) percent of Tribal respondents were not aware of "state vocational education plans," while nearly eighty-six (86) percent reported no representation in such state plans.

As to Tribes which have utilized national Indian vocational programs to their successful advantage, there are numerous examples and models. The Mississippi Choctaw have tied in vocational education to training for their tribal industries. This tribe has sold products as a result of their vocational programs, very similar to the United Tribes Technical College which has built and sold houses and utilized such income to regenerate and support its vocational programs.

The Bay Mills project in Michigan, the Penobscots in Maine, and the Salt River Tribe, Arizona, all have placement rates ranging from ninety to one hundred percent. All have programs tied to local economic development.

The Devils Lake Sioux Tribe, Fort Totten, North Dakota, has utilized *its* local tribal college to provide training for its own multi-million dollar manufacturing company. Vocational education funds have enabled this Tribe to establish a pool of trained tribal members. The goal of the Tribe is to move the unemployment rate from sixty-five (65) percent to a (100) percent employment level.

As indicated, however, respondents to the national needs analysis specified over 40 different vocational occupations which were needed in their home communities. These ranged from business and computer technologies to the standard trades to the medical and natural resources fields. A survey response from the Omaha Tribe reads:

> "... I look around and see many secretaries, carpenters, nurses and building maintenance people along with ... electricians who are working at good jobs made possible through their vocational education. It is a valuable tool and I would like to see Tribes who have never had vocational programs be funded..."

There is evidence that a number of tribal models have developed since 1977 in delivering vocational education programs at the local level. These include programs administered directly by tribal governments, (more programmatic and short term in nature) and institutional models. All are enabled through tribal government authorization.

THE TRIBAL VOCATIONAL EDUCATION INSTITUTIONAL MODELS

At the postsecondary level two Tribally controlled vocational education models exist. These are the Crownpoint Institute of Technology (CIT), Crownpoint, New Mexico, and United Tribes Technical College (UTTC), Bismarck, North Dakota. While each vary in their approach to Indian students, both specialize in providing vocational education. The oldest, United Tribes (UTTC), was founded by the North Dakota Tribes in 1969 and has been in continuous service to Tribes throughout the region and country. Crownpoint is chartered by the Navajo Tribe and has been in operation since 1979. Both are campus-based institutions and are accredited by the North Central Association of Colleges and Schools.

In the case of United Tribes its unique emphasis is on the overall development of the "Indian Family," while serving the adult education and vocational skills of the individual adult. As a result of this emphasis, children who are student dependents are served on the 105 acre campus at a nursery, preschool and elementary school (K-8). The philosophy is that "while the adults are learning so should the children." Along with skills training for the adult and child, there is a need to also build the self-esteem and confidence of each learner. Child and adult will acquire the skills and individual persistence to successfully compete in the world of work.

Thus, United Tribes serves an average of 275 adult students and some 180 children from August to May of each year. Eleven different vocational programs are offered, along with adult basic education programs and special programs to upgrade English, reading, math and science skills. While students attend primarily from North Dakota, South Dakota and Montana, they are also from Utah, Nebraska, Wyoming, Wisconsin, Michigan, Washington and six other states. A range of 15 to 36 different tribes have been served.

The average age of adult students is 23, and the average number of students on the United Tribes "waiting list" is 200. The strongest numbers represented on the waiting list is the single parent family-usually a young mother with two children.

For the past ten (10) years the placement rate for United Tribes graduates is some eighty (80 percent and the same at Crownpoint Institute of Technology (CIT) for 1988. CIT has a completion rate of ninety (90) percent of its enrollment.

Both institutions provide adult education and survival skills - job seeking and job keeping skills, consumer education and life management courses.

United Tribes offers one year and two year programs at the certificate granting and two year associate of applied science degree levels. Crownpoint offers one year certificates in nine vocational areas.

Aside from classroom and on-campus labs, both institutions rely on private employers for clinical and on-the-job training for successful student graduation.

At the Crownpoint Institute of Technology, the Navajo language is utilized in the classroom to augment English teaching methods. This has increased retention to nearly ninety (90) percent and accommodated highly successful placement rates. Most students are from the Navajo Nation and the school serves the needs of the Tribe and the major population centers on or near the reservation. The potential to serve other Tribes is great, considering another 80,000 American Indians are in Arizona, New Mexico, Utah and Colorado.

*"The National Indian Vocational Education Needs Analysis" was conducted by surveying the Northern and Southern portions of the U.S. respectively. See map in addendum.

CIT has a population base of 181,000 Navajo members with a projection at 280,000 by the year 2,000.

The Navajo population, itself, is young, undereducated, highly unemployed and half are living beneath the poverty level. The population as a whole is growing larger and younger.

A graduate from UTTC pays back in taxes through productive employment the investment in training in 6.5 years. A 1987 CIT graduating class of 135 former students paid $480,000 in federal taxes for that year alone. Both institutions render strong evidence of a worthwhile investment in Indian vocational education.

The sum is that both institutions serve as campus-based models for strengthening Tribally-based populations. Each serve as major stepping stones for students who come from severe, economically-depressed conditions. Each institution has detailed case testimonials of successful graduates and of students who are successful businesspersons.

THE TRIBAL COLLEGES AND VOCATIONAL EDUCATION

In addition, the Tribally Controlled Community Colleges serve as another model for Indian vocational education. There are some twenty-three located throughout the country. Eleven of these are currently providing such services to provide or strengthen such services to Tribal economic priorities. Although twenty one of these schools receive funds under the Tribally Controlled Community College Act, the funds for a vocational education emphasis are lacking. The Tribal College Act was the result of strong bipartisan advocacy in 1978. CIT and United Tribes do not receive nor are they eligible for Tribal College Act funds.

BUREAU OF INDIAN AFFAIRS FUNDED SECONDARY SCHOOLS

As to vocational education preparation for secondary school students, a predominant number are served through public schools which receive Carl Perkins Vocational Education Act funds via the state allocations. The exceptions to this, however, are those students who attend Bureau of Indian Affairs funded schools. These include schools which are tribally controlled or are directly operated by the BIA.

Given the fact that the independent "National Indian Vocational Education Needs Analysis" indicates that some 28% of the sampled population are under 16 years of age, it is apparent that a growing need exists.

The current Indian School Equalization Program (ISEP) formula which funds BIA operated or contracted schools is currently not adequate to support vocational education programs. Yet the need exists, but is not being met for these children.

NATIONAL TRIBAL RESEARCH AND ASSISTANCE

Based upon the survey, it is apparent that Tribes and tribal organizations have a wide range of informational and capacity building needs to effectively utilize and build vocational education programs. Responses ranged from the need for more information about the national Indian vocational education programs to some fifty-four (54) percent noting the need for technical assistance.

While most Tribes recognized the importance of linking vocational education to economic development, there is evidence that Tribes need to develop closer linkages to the existing private sector. Currently, most vocational education research is oriented toward states and their respective agencies and schools. With the exception of three national study efforts in the early 1980's, tribal vocational education and the economic studies of Tribes has not been consistently followed-up.

There is strong evidence based upon the analysis, of the need for specific research and assistance to tribes for developing relevant vocational education programs tied and tailored to the needs of American Indian populations.

SUMMARY

Based upon the information and data from the U.S. Department of Education and the "National Indian Vocational Education Needs Analysis" (1988-89), the following are conclusions:

(1) There continues to be a greater need - unmet to date - for Indian vocational education programs relative to economic development at the local Tribal level. The total number of programs funded would increase significantly if adequate funds were available. Not less than the one and one quarter (1¼) percent and a need exists for these percentages should be available. Growth for future Tribal programs could be - in part - accommodated by allowing for matched funds from Tribal or other federal resources with national Indian vocational education resources.

(2) The need to address vocational education opportunities for a growing population of Indian youth which attend BIA funded secondary schools. Currently, these schools are not eligible to receive state appropriated or state allocated Carl Perkins Vocational Education Act funds. Resources from the Indian Basic Education Act are not sufficient to provide adequate vocational education for this population.

(3) The need to consistently address postsecondary vocational education opportunities for tribally controlled institutions. In particular, funds need to be made available for Tribal Colleges and to maintain operation of postsecondary vocational education institutions such as Crownpoint Institute of Technology and the United Tribes Technical College. These schools are not eligible for state appropriated funds, and the receipt of federal funds from each state largely depends on the view of each state toward Tribal entities.

(4) There is a significant need to provide adequate technical assistance, research for applicable vocational education programs specific to Tribes and to accommodate linkages for Tribal economic development and vocational education. Oftentimes this work needs to be applied to specific tribal conditions, since the resources and infrastructure conditions may vary from one Tribe to another. This is indicative of the need for a "National Indian Center For Research In Vocational-Technical Training." Historically, the existing research centers have been oriented toward states and public schools. It is recommended that Indian preference be considered as a key among qualifications of providers.

Overall, it is apparent that locally defined and operated vocational education programs have demonstrated a greater promise for success in effectively serving Indian populations. It is evident that directed priorities within national Indian vocational education programs must be established, as outlined above.

National Indian Vocational Education Needs Analysis, 1989. Principal analysts: Georgianna Tiger and David M. Cipp.

SUMMARY REPORT: NATIONAL INDIAN VOCATIONAL EDUCATION NEEDS ANALYSIS (1988-1989)

THE AD HOC COMMITTEE ON NATIONAL INDIAN VOCATIONAL EDUCATION

In March of 1988 an ad hoc committee for national vocational education formed and began a year-long series of conferences that were spearheaded by the United Tribes Technical College (UTTC), of Bismarck, ND and the Crownpoint Institute of Technology (CIT) of Crownpoint, NM, the nation's only two tribally-controlled, postsecondary vocational/technical institutions. Participants included representatives of Tribes, economists, tribal college presidents, representatives of national Indian advocacy organizations, including the American Indian Higher Education Consortium, National Indian Education Association and National Indian School Board Association, and a broad range of Indian educators. Participation in this ad hoc endeavor was unrestricted, and it received a nationally representative range of input.

The need for these conferences had become apparent through the seeming growing demand for vocational training programs, and the inability of Tribes and tribal institutions to access adequate resources with which to meet this demand. UTTC, CIT and many of the nation's twenty-one tribal colleges have waiting lists of applicants seeking vocational training. Tribal planners and economists seemed to be looking more to tribal vocational education programs to fit their economic development plans and fill their labor projections. A growing awareness among the Tribes of the significant role of vocational education in building self-sufficient economic infrastructures, and the simultaneous ongoing problem of high unemployment on reservations further evidenced the need for such forums for strategic discussion.

Further, it was known that on and near some reservations, employment opportunities existed, but tribal citizens lacked the specialized skills necessary to secure those jobs, while the tribal population and welfare rolls were also growing. It was not known to what extent this problem existed nationally for the Tribes. The objective of these conferences was to determine the extent of these problems, and to identify methods whereby tribal vocational education opportunities could be maximized for the Indian population. As the conferences progressed, and participation in them increased, it became apparent that the needs for Indian vocational education were far greater than first anticipated, and the ad hoc committee concurred that an in-depth national needs analysis should be undertaken immediately.

With the assistance of some of the tribal colleges and Tribes, the Crownpoint Institute of Technology (CIT), Oglala Lakota College (OLC), Kyle, SD, and United Tribes Technical College (UTTC), conducted the eleven-month national Indian vocational education needs analysis from April of 1988 to March of 1989.

THE NEEDS ANALYSIS

The findings of the national Indian vocational education needs analysis represent 26% of the nation's federally-recognized Indian Tribes in the contiguous United States, but approximately 45% (459,295 tribal members) of the total Federally-recognized Indian population. The range of the sample represented the nation's largest Tribes, with populations from between 10,000 and 185,000, to the nation's smallest Tribes. 5,000 members is the average population of the participating Tribes.

Due to the large size of the survey undertaking, the CIT conducted the needs analysis for the Southern portion of the United States, and UTTC/OLC conducted the Northern portion, hereafter referenced as the Northern and Southern tiers. (A map of the breakdown is attached as addendum).

280 Tribes were asked to participate in the needs assessment. Many of these Tribes expressed an interest in participating, but indicated that overall personnel and resource shortages precluded their participation. 79 Tribes did participate in providing the information necessary for the assessment. These 79 Tribes are representative of the nation's Tribes, and in fact many of the findings of this current, in-depth survey reinforce the findings of some earlier national studies, and render them still valid.

Some dated national statistics that are relevant to vocational education were validated in our 1988-89 findings: 1) unemployment on reservations nationally remains much higher than the national average, 2) educational attainment for Indians remains far below the national average, 3) the majority of Indian students do not succeed in non-Indian educational institutions, 4) the vast majority of reservation economies are not self-sustaining, 5) tribal members suffer an incidence much higher than the national average of social problems that correlate to the inadequacy of educational and employment opportunity, 6) the Indian population is younger than the national dominant society population. Specific details of the current findings follow.

POPULATION

The nation's Indian population is young. Of the 459,295 population of the Tribes surveyed, 163,106 tribal members, or 35% of this population, are under age 18. Of the surveyed Tribes, an additional 157,683 tribal members, or 34% of this population, are between ages 18 and 35. Nearly 80% of the Indian population is under age 35.

UNEMPLOYMENT

The unemployment rate ranged from 7% to 90%. Average unemployment rate for the Northern tier is 52%, and 45% for the Southern tier. The range was slightly higher for the Northern tier of the surveyed Tribes, which can possibly be tied to the seasonal nature of some employment opportunities (e.g., construction and tourism), and the extreme and long winter conditions of some of the northern reservations. However, reservation employment levels are only slightly better in the Southern tier. There is a direct correlation between Tribes having ongoing vocational education offerings and a low unemployment rate.

The isolation factor of some reservations also contributes to the unemployment picture. Where vocational education has been available on some isolated reservations, it has produced both 1) Indian-owned small businesspeople (e.g., carpenters, plumbers, auto mechanics, appliance repairs), as well as 2) cooperative enterprises employing and benefiting many tribal individuals (e.g., fish hatcheries and range management). Specific details of these successful endeavors are contained later in this report.

EDUCATION

In view of an increasing young population, the Indian high school drop-out rate is exceedingly high. On reservation, it is 48% in the Northern tier States, and 35% in the Southern. Off-reservation the known drop-out rates are 28% and 30% respectively. This latter statistic must be tempered with the fact that the Tribes have only a partial picture of the social conditions affecting their tribal members living off-reservation. The optimistic combined drop-out averages are 38% and 33% respectively.

The average educational attainment for Indians is grade 10. Of the 459,295 Indians represented in the survey, 3,061, or one per cent, currently completed off-reservation, postsecondary educational institutions. Of these, 1) 491 completed two year institutions, 2) 1,618 completed baccalaureates, 3) 183 completed advanced degrees, 4) 346 completed vocational schools, and 5) 483 completed certificate courses.

Two factors identified as contributing to the low high school completion rate include a 1) perceived lack of curriculum relevency by the students and 2) cultural differences in non-Indian dominated classrooms. Factors contributing to the low achievement rate at the postsecondary level relate primarily to the 1) cultural differences experienced in transition from reservation to non-Indian, urban environments, and the 2) contrived expectations imposed upon Indian students as to what constitutes successful behavior, which are frequently at odds with traditional Indian values. Aggressive behavior, individual competitiveness, superfluous material acquisition, verbocity and arbitrary timeframe performances not only have little relevence to Indian culture, but are also considered rude and unacceptable behaviors in many of the more traditional Tribes.

This low off-reservation educational achievement level is in stark contrast to the high completion rate for tribally-sanctioned institutions. The United Tribes Technical College (UTTC) and the Crownpoint Institute of Technology (CIT), the two tribally-controlled vocational education institutions, have been in existence for twenty and ten years respectively. UTTC's ten-year average job placement rate is 80%. CIT's average retention rates and job placement rates have increased every year, with this year 1989 rates at 90% retention and 80% job placement. Indian student placement and retention rates for the nation's 21 tribal colleges likewise averages far higher than their non-Indian institutional counterparts.

Factors contributing to the overwhelming success of tribal vocational technical educational institutions all flow from activating the philosophy of locally defining educational needs and local control of the Institutions. These two institutions operate rigorous self-imposed standards and are both fully accredited by the North Central Association of Colleges and Schools. Specifics of the success elements of these institutions are contained later in this report.

The conclusion to be drawn from the surveys' educational data is not that Indian students have a low postsecondary vocational educational achievement level. Rather, the conclusion is that Indian students do not succeed in non-responsive educational environments. They have an exceedingly high completion rate in tribal institutions.

VOCATIONAL EDUCATION NEED

97% of the Tribes participating in the survey express a need for vocational education opportunities for their tribal members. 99% of the Northern tier respondants and 77% of the Southern tier respondants indicated that their Tribes operate under comprehensive economic development plans. 79% of the Northern tier and 67% of the Southern tier indicated that vocational-technical education is within their overall economic development plan.

The primary source of vocational education dollars (approximately $838 Million) flows from the Federal Government directly to the States based on their populations which count includes the State's Indian population. 58% of the Tribes surveyed did not have knowledge of the contents of their State's Plans nor how their States proposed to serve the counted Indian population. 88% of the Tribes surveyed indicated that they receive no vocational education services at all from the States. 100% of the Indian population represented in our survey is also included in the States count for purposes of their vocational education allocations.

The survey analyses finds that Tribes not benefiting from the States vocational education plan have minimal alternative funding sources for vocational education. The national authorization for Indian and Hawaiian Native Programs appropriates approximately $10 Million annually for all Tribes nationally to compete for. Of the respondants in this survey, 2% and 12% indicated that they are funded under this Carl D. Perkins Indian program which serves less than 2% of the population in the survey between ages 16 and 35.

An assessment of all other known potential sources of funding (Title IV, JTPA, Adult Education, BIA Employment Assistance AVT) evidences a range of Tribes funded between 2% and 30%. Nearly all those funded receive only partial amounts to meet the vocational education need.

Reasons given for this low percentage of funded programs include 1) lack of administering infrastructure, 2) lack of internal expertise and technical assistance in preparation of the funding applications, 3) lack of adequate information about the programs, 4) lack of facilities, 5) lack of training equipment and 6) the extreme competitions for very limited available awards.

VOCATIONAL EDUCATION IMPACT ON SOCIAL PROBLEMS

66% of the Tribes indicated that vocational/technical education training and services have positive impact on social problems such as alcohol and drug abuse. Of those Tribes not having vocational offerings, 75% believed that vocational offerings would have a preventive effect on drug and alcohol abuse. Case study examples indicated that 1) relevent education enhances the individuals life-coping skills and ability to make informed life-style choices, 2) the ability to gain meaningful employment and compete equally in employment opportunity vastly increases self-esteem and feelings of self-worth, lessening the changes of self-destructive behaviors and attempts to escape reality.

Life-coping and life-management skills training frequently accompany vocational training and enhance individual abilities to 1) find and keep employment over time, 2) learn employment rights and responsibilities which contributes to employee satisfaction, and 3) generally improve their consumer skills.

THE FLAGSHIP INDIAN VOCATIONAL EDUCATION INSTITUTIONS

As referenced earlier in this report, there are only two tribally-controlled, postsecondary vocational/technical educational institutions in the nation. These are the CROWNPOINT INSTITUTE OF TECHNOLOGY (CIT), located in Crownpoint, New Mexico and UNITED TRIBES TECHNICAL COLLEGE (UTTC), located in Bismarck, North Dakota. UTTC is sanctioned by the five Tribes of North Dakota and serves students from up to 30 Tribes a year. CIT is sanctioned by only one Tribe, the Navajo Nation. However, this Tribe, by far the largest in the United States, has a population of over 185,000 - nearly one-fourth the entire national Indian population. Consequently, CIT primarily serves Navajo, but does occasionally enroll Indians from as far away as Nebraska, and has retrained displaced non-Indian workers as space permits. Both Institutions are open to all Tribes. Both are fully-accredited by the North Central Association of Colleges and Schools, and offer rigorous and unique programs which evidence long-established records of outstanding successes.

Both of these institutions have something further uniquely in common. They are the only Indian educational institutions in the nation which are not benefited by a stable base of operational funding through a federal statutory authorization.

The reasons for this dilemma stem partly from benign neglect on the part of the Federal Government, and partly from the lack of Indian focus on vocational education for the two decades preceeding recent years.

Despite the past funding hardships suffered by these Institutions, UTTC has served over 6,000 Indians in the nation since it inception in 1969, and CIT has graduated over 1,000 skilled workers since its first commencement in 1980. These graduates have become productive contributors to their States economies, are tax payers and have improved the quality of life for themselves and their dependent families for the rest of their lives.

The continued instability of base operational funding for these Institutions has placed their future in jeopardy. Neither can rely on Tribal funding for base operations because these Tribes cannot even meet their own more immediately urgent needs. Further, the sanctioning Tribes reason that the Federal Government has a statutory mandate from the Congress to provide education for Indians through Indian-controlled Institutions. This Congressional mandate is met for all other Indian educational institutions from kindergarten through college: only these two vocational education institutions remain overlooked.

Nor is it feasible to look to any known existing other sources for the stability that base operational funding would enable. While these institutions are technically eligible to participate in State funding, experience has proven that this will never be a primary source. Both CIT and UTTC have tried repeatedly to participate in the State systems practically since their inceptions. State monies for which they are eligible are highly competitive, and Indian vocational education repeatedly does not surface as a priority. The level of State funding, when awarded, has proven highly unpredictable, ranging from $18,000 to $80,000 on an annual basis, with some years experiencing the submission of as many as six worthy applications and receiving no funding at all. Even minimum funding such as this is well-received and when received, State federal pass-through funding enables valuable additions such as counseling and support services to students at CIT, and skills building in math, English and science and partial funding to the electrician program at UTTC. But by no means can this source be relied upon as base funding.

Because of the unique Tribal legal status of the Institutions, and of the land upon which they are situated, they are not eligible for State mill levies and are precluded from base operational monies afforded their counterparts funded by the States. State appropriated dollars, as a rule, are not available to tribally based institutions.

VOCATIONAL EDUCATION CURRENT SUCCESSFUL PROGRAMS (SOME EXAMPLES)

Indian vocational education programs are closely linked, by regulations to tribal economic development efforts. Many projects have enabled Tribes and individuals to develop successful enterprises. The Nisqually Tribe (Tacoma, WA), the Tulalip Tribe (Marysville, WA), and the Lac de Flambeau Tribe (Lac du Flambeau, WI) have developed flourishing tribal fisheries projects using Indian vocational education.

Elsewhere, Indian vocational education programs have enabled eight Northern Pueblos (Santa Fe to Taos, NM) to establish a new arts development center and program, passing on traditional skills in pottery, and silver smithing, and creating over 100 successful entrepreneurs annually in remote areas with few traditional job opportunities.

The Miccosukee Tribe (Tamiami, FL), has combined the resources of Indian Vocational Education, JTPA, and the National Homebuilders Home Institute (Washington, DC) to establish a model building maintenance program. The program has resulted in greatly expanded job opportunities and has greatly reduced the drug/alcohol arrest rates.

Other Tribes have used Indian vocational education programs to successfully utilize existing natural resources. The Bad River Band of Lake Superior Chippewas (Odanah, WI), for example, has established a successful log building program and lumber mill.

The Alamo Navajo Chapter (Magdelina, NM) has used the Indian vocational education program to reestablish traditional farming and range management activities, and reclaim overgrazed land using new technologies. As a result of the success of the vocational education program, the alamo Chapter has purchased a $2 million adjoining ranch and established a self-sustaining tribal range management program.

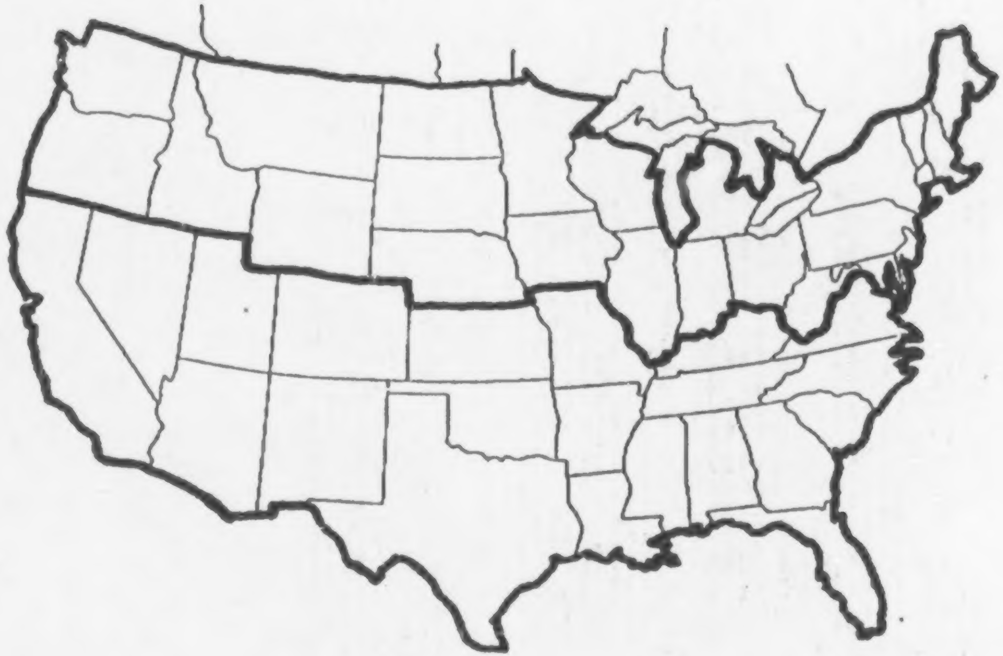
Virtually all Indian vocational education programs combine Carl Perkins funding with Indian JTPA, Title IV, Adult Education, BIA, (postsecondary and AVT) state and tribal resources to provide cost effective comprehensive programs.

Two Michigan Tribes have developed exemplary programs to reduce unemployment and meet local labor market shortages. The Grand Traverse Band (Traverse City, MI) has conducted successful bank teller/office occupation programs in support of tribal and regional economic development. Over 100 unemployed single parents have become employed taxpayers through this program. The Sault Ste. Marie Tribe (Sault Ste. Marie, MI) has trained and placed over 75 women and men in allied health occupations. Many have continued their educations at Lake Superior State College and are working in nursing and technical occupations.

Indian vocational education has been the critical factor in the development and accreditation of several Montana tribal colleges including institutions on the Salish-Kootenai (Pablo) and Stone Child (Rocky Boy).

Two New York Tribes have also established growing tribal enterprises using Indian vocational education projects. The St. Regis Mohawk Tribe (Hogansburg) has established Akwesasne Mohawk Woodworking, Inc., which manufactures furniture and wood products for customers through the Northeast. The Seneca Tribe (Irving) has established an expanding tribal farm using vocational education graduates as managers, supervisors and workers.

Turtle Mountain College (Belcourt, ND) has demonstrated that a multi-occupational Indian program can train and place youth and adults in a wide range of careers with both tribal and non-Indian employers. In South Dakota, Oglala Lakota College, Sisseton-Wahpeton College, and Sinte Gleska College have all developed highly successful vocational programs with high placement rates in very remote areas using Carl Perkins Indian funding and other resources.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PREPARED STATEMENT OF MARY N. MONROE

Mr. Chairman and Members of the Subcommittee:

I am Mary Monroe, State Specialist for Vocational Home Economics for the Utah State Office of Education. I am representing the Home Economics Division membership of the American Vocational Association. On behalf of the 45,000 home economics teachers, 350,000 Future Homemakers of America members, and the 3.9 million students served with Consumer and Homemaking Education programs, I want to express appreciation for your support of vocational education.

I appreciate the opportunity to discuss the reauthorization of the Carl D. Perkins Vocational Education Act and specifically Title III, Part B, Consumer and Homemaking Education. With this testimony, I would like to share with you information about the scope of Consumer and Homemaking Education programs and the contributions and impact they have on this country. I will also share with you recommendations for the reauthorization of the Carl D. Perkins Vocational Education Act.

Consumer and Homemaking Education programs are a unique facet of Vocational Education. Since 1917, with the adoption of the Smith-Hughes Act, home economics has been partially supported by the Federal government. The societal benefits of quality home economics instruction and the relationship to a strong work force has always been acknowledged. Home economics has continued to direct its attention to improving the quality of life for families and individuals.

The Consumer and Homemaking Education programs have consistently met the objectives set for them by Congress. These programs have been continually improved, expanded, and updated to meet current needs of society.

CHANGES IN SOCIETY

Consumer and Homemaking Education programs developed and operating under the current law have been responsive to socio-economic changes as they affect families. Prevention or alleviation of problems, rather than intervention or remediation, is a program priority. Helping families to successfully manage their money thus avoiding bankruptcy, or preventing a teenage pregnancy thus avoiding the costs related to rearing a child, or assisting the handicapped to function as a productive citizen in society, or improving life skill attitudes that make a worker more productive at paid employment all have long term implications for the family and for our society.

The philosophy underlying Consumer and Homemaking Education programs is that successful management of home and family life contributes to a worker's productivity in the labor market and therefore, to national economic growth. It is less expensive to teach families and individuals to manage resources and solve problems that it is to pay the social and financial costs of crisis intervention, malnutrition, and/or welfare.

Consumer and Homemaking Education programs recognize and address the changes that have occurred in the family over the past decade and the emergence of many new and diverse family types.

Women continue to move into the work force and contrary to popular opinion, the majority of these women are working out of economic necessity rather than strictly personal desire. Even though women have moved into the work force, they now have assumed multiple roles - homemaker, parent, and wage-earner. Males and females need consumer and homemaking skills in order to maintain the delicate balance of homemaker and wage earner. Consumer and Homemaking Education programs are addressing these issues and works in a preventive educational mode rather than a corrective, remedial mode to aid families in managing these problems.

Home economics professionals realize that the families in our nation are being buffeted by social and economic forces over which they have little or no control. Unemployment has created great stress on families when bread winners' wages are greatly curtailed or become non-existent. The typical family of two parents, two children, full time homemaker and working father is a minority now and only 10 percent of the nation's family fit this category. Nearly, 70 percent of all women with children under 18 years of age are working outside the home. Single heads of households account for 25% of all family units. Single parent families have increased dramatically, with roughly one in every four children living with only one parent. The teen-age pregnancy rate in the United States is the world's highest in a developed country.

Consumer and Homemaking Education programs address these issues. It is recognized that there are no easy solutions to all of our society problems and concerns, but we also know that if we eliminate our emphasis on programs such as Consumer and Homemaking Education, turning our backs on these problems and pretending that they do not exist in our society, in essence we will be turning our backs on an opportunity for better prepared families, a more productive work force and a better society.

Under the current law, Consumer and Homemaking Education programs have been developed to help individuals and families deal with these complicated societal issues. Consumer and Homemaking Education programs throughout the country are preparing 3.9 million students for the occupation of homemaking at all education levels. These programs have served to promote the elimination of sex role stereotyping, encouraging participation of males and females to prepare for the combined roles of homemakers and wage earners. There are examples in every state of how these programs have addressed these complicated issues.

PROGRAM EMPHASIS

The program emphasis of Consumer and Homemaking Education includes;

-managing family economics and consumer behavior,

-managing combined home and work responsibilities,

-improving responses to individual and family crises (including avoiding family violence and child abuse),

-strengthening parenting skills,

-assisting handicapped and aged family members,

-improving nutrition,

-conserving limited resources,

-understanding the impact of new technology on life and work
-and applying Consumer and Homemaking Education skills to jobs and careers.

MAJOR CONCEPTS

These programs aid individuals and families in developing the skills and competencies that will help them improve the quality of their life and strengthen family relationships. The major concepts that unify the content of the subject matter areas are set forth in the Carl D. Perkins Vocational Education Act:

-food and nutrition;
-consumer education;
-family living and parenthood education;
-child development and guidance;
-housing;
-home management (including resource management);
-and clothing and textiles.

It is imperative that we have a population well-education in consumer education and personal financial management, nutrition education, family living and parenting, child development, housing, and home management. The social benefit of the knowledge provided by Consumer and Homemaking Education is preventative.

IMPACT OF PROGRAMS

The impact of new Consumer and Homemaking Education programs under the current law have been immense. Since implementation of the Perkins Vocational Education Act, programs have been upgraded, curriculum improved and teachers skills updated. New issues have been identified and addressed through curriculum development and teacher training. The vocational education act has also provided the catalyst for programs to teach to impact of new technology in the home and the work force. Schools are utilizing computers and other high technology to assist in teaching students.

Coordination with other agencies such as Human Services, Adult Basic Education, JTPA, and USDA has been done in developing programs. Advisory groups and task forces dealing with issues ranging from teen pregnancy, AIDS, teen suicide, drug abuse, child care, and the aging have been formed and are having great impact.

Parents, especially single parents, have been complimentary about the breadth and depth of Consumer and Homemaking Education programs. They have said these programs have changed greatly in the last decade and they are extremely helpful in preparing their children to become independent, self-reliant, and contributing family members and citizens.

RESPONSIVENESS

Programs have been responsive to emerging local and state concerns. Programs are providing assistance to students at risk, integrating the academic basics, developing critical thinking skills, and contributing to economic development and productivity.

There are many examples of the use of these funds in all states. Exemplary programs and activities have been developed in many states which address latch key children, child care, AIDS, teen suicide, family violence, drug abuse, teen pregnancy, divorce, the aging, the handicapped and traditionally underserved.

Consumer and Homemaking Education is the unique and critical force within vocational education aimed at providing knowledge and skills to youth and adults to help them cope in a constantly changing world, and to assist them in maintaining and increasing the quality of family life.

DISADVANTAGED STUDENTS AND TRADITIONALLY UNDERSERVED

Historically, Consumer and Homemaking Education programs have served the largest number of disadvantaged and minority persons of any program in Vocational Education. The programs address the needs of special or underserved populations such as the aged, the handicapped, teen parents and single parents, migrant students, incarcerated, the native Americans and the disadvantaged. New initiatives have been made and special programs developed to address these traditionally undeserved populations. Consumer and Homemaking Education programs serve 6% handicapped. Today these programs continue to serve the largest number of disadvantaged students, preparing them with self-sufficiency and life skills to assist them as they go into the work force.

Under the present law, programs have worked to eliminate sex bias and sex stereotyping. Curriculum that is free from sex bias and sex stereotyping has been developed and teachers have been trained. Programs promote the participation of both males and females to prepare for their combine roles of wage earner and homemaker. Nationally male enrollments have increased to 38%.

PROGRAMS IN ECONOMICALLY DEPRESSED AREAS

The present law requires that 1/3 of the Consumer and

Homemaking Education funds be spent in economically depressed areas or in areas with high rates of unemployment. Consumer and Homemaking Education programs have been responsive to this mandate, and nationally, over 50% of the funds are spent in these areas.

THE FEDERAL ROLE

The federal support is the catalyst that makes change happen and it helps contribute to the quality of programs. It is used to initiate new and innovative activities directed toward national priorities. It is used for exemplary projects curriculum development, teacher updating, research, and leadership.

Funding for Consumer and Homemaking Education programs are primarily done through state and local sources. However, the Federal leadership to expand, improve, and update programs makes a tremendous difference in the caliber of the programs. The Federal dollars for specific programs such as Consumer and Homemaking Education makes it possible for states to provide adequate educational programs and services for students at the local level.

Under the Carl D. Perkins Vocational Education Act, special programs such as Consumer and Homemaking Education have been authorized separately in order to provide specific focus for this unique program. Under Title III part B, Consumer and Homemaking Education is a program that allows states, more flexibility in administering the program and provides greater ability to meet the goals and objectives of the law.

RECOMMENDATIONS FOR REAUTHORIZATION

Reauthorization provides us an opportunity to examine what is working in the present law, and what other areas of focus need to be included. Areas of instruction which need to be continue to be strengthened include:

-balancing family and work,

-family violence and child abuse,

-teen pregnancy,

-individual and family health, and

-child and family nutrition and wellness.

It is essential that a full time state administrator who is qualified by educational preparation and experience in Vocational Home Economics administer the programs in order to ensure quality leadership and program development. It is also vital that emphasis from the current legislation continue in the area of program improvement to ensure quality, relevant programs throughout the state and local level. State activities such as curriculum development, teacher workshops and staff development are also essential.

CONCLUSION

It is my intent to reinforce the importance of these programs and the contributions that they make to the 3.9 million youth and adults they serve each year. Enrollment in these programs is increasing. The largest enrollments are in the Parenting Education, Nutrition and Food, and Child Development program areas. There is some form of Consumer and Homemaking Education in nearly every community in the country. There are 45,000 teachers involved with these programs which are now serving 38% males.

There is a definite role for Consumer and Homemaking Education in the education system of the United States. One of the greatest strengths of our country has been that we believe that each individual has the right to develop to his/her fullest potential. Consumer and Homemaking Education has proven that it has enhanced the potential of students of varying abilities to become productive citizens equipped with the knowledge, attitudes and skills needed to balance successfully the roles at home and at work.

In conclusion Mr. Chairman and members of the subcommittee, because this program contributes significantly to national concerns and addresses national priorities, I urge you to consider the recommendations before you and reauthorize Consumer and Homemaking Education Title III, Part B, as a specific category under the Vocational Education Act. We appreciate your concern and support of this program. We believe that you are pleased with the results Consumer and Homemaking Education programs have achieved under the current law. Thank you for your attention and your consideration in the matter of Consumer and Homemaking Education in the Vocational Education reauthorization.

STATE OF NEW JERSEY
DEPARTMENT OF EDUCATION
CN 500
TRENTON, N.J. 08625-0500

SAUL COOPERMAN, COMMISSIONER

STATEMENT ON PERKINS REAUTHORIZATION

Lloyd J. Newbaker, Jr., Ed.D.
Assistant Commissioner
Division of Vocational Education

State level leadership in vocational education must be maintained and enhanced in order for the millions of dollars invested annually in state and local programs to have the greatest impact. New Jersey is well on the way toward a new direction for vocational education and reestablishing a strong leadership position.

Significantly reducing Perkins authorization for state administrative funds would place a major roadblock in the path of State Departments of Education providing leadership for program improvement and accountability for federal and state investment in vocational education.

On April 5, 1989, a panel of nationally recognized experts in vocational education appointed by New Jersey Education Commissioner Saul Cooperman presented a report to the State Board of Education which contained major recommendations for the future structure and delivery of vocational education in New Jersey. By October 1989, the Commissioner plans to respond and direct action upon these recommendations. Chief among them is the call for increased accountability for student achievement by establishing core proficiencies in occupational areas and requiring students to demonstrate mastery of occupational employability skills by passing tests to be developed by the Department of Education.

The Panel also recommended that accountability be enhanced by establishing minimum job placement standards. Districts that exceed standards and exhibit the ability to use additional funds to run exemplary programs will be rewarded with additional funds to expand their programs or to develop demonstration sites leading to replication of successful programs in other districts. The enhanced system of accountability must be supported by a comprehensive data system, consisting of information supplied by vocational education deliverers, employers and state agencies. The data will provide a framework for monitoring enrollment and placement standards and help to determine whether schools meet established expectations. Employer evaluation of vocational school completers through follow-up surveys will further assist in future planning efforts and in the allocation of state and federal funds. In addition, the Panel called for a coherent interagency job training system, guided by the state's new Commission on Employment and Training. With long-range strategic planning for vocational education taking place within an interagency framework, New Jersey will be in a far more advantageous position to expand its shrinking workforce, utilizing new initiatives to train the only available pool of unskilled workers—immigrants, women, the handicapped and the economically disadvantaged.

New Jersey is currently streamlining its grants management system for quicker and timely dispersion of funds to eligible recipients while tightening its procedures of checks and balances. While the state is already preparing to ease the paperwork burden for local districts and to expedite the flow of funds, the prime objective is instructional improvement and student placement. State agencies are best equipped to foster accountability systems that motivate districts to meet standards for student achievement and job placement.

A further aim of state administration is to assure that funds are used to amplify successful programs and then help to replicate those programs in urban or other needy districts. State funds for replication of programs would provide a greater benefit to more districts and more students with limited funds. In addition, within-state formulas have resulted in many small grants which do not impact upon improving programs and placement objectives. In situations where many small grants result, a consortium concept should be encouraged for more significant results.

Money must be invested where it is most needed for maximum program impact and evaluated to determine what product was received for the investment. Many small grants go to school districts which can readily afford to fund projects locally.

The ability to plan long-range toward these goals and to implement statewide initiatives must be accelerated. The role of vocational education in economic development activities must be strengthened by legislation which supports these efforts. Drastic changes in new vocational education legislation, other than those proposed below, would hamper New Jersey's efforts toward enhancing accountability and leadership in vocational education.

New Jersey proposes that new legislation contain the following provisions:

1. Administrative Costs

   1.1 As in Title I, Part A, continue to allow 7 percent of the basic state grant specifically for state administration. This will ensure the state's leadership role and help to promote confidence in state government.

   1.2 Of the state's allotment, retain an 80/20 percent split, reserving 20 percent for state level activities under Title I, Part B--development of the State Plan, which includes needs assessments, performance standards, data collection, and evaluation. The actual investment of funds for these functions should be left to the discretion of individual states.

2. State Set-Asides

   2.1 Under Title II, of the 80 percent balance of the state grant for eligible recipients, retain the 57/43 percent split for special populations and program improvement. Under Part A, allow states to identify populations, in addition to those in current law, which could benefit from participation in vocational education programs. States should determine the special requirements of each group of individuals, their ability to benefit from vocational education programs, and the extent to which funding should be used to enhance their participation. A block grant approach would offer discretion to states in determining percentage allocations and eliminate the heavily prescriptive restrictions which currently exist, including the 100 percent flow-through requirements for the handicapped and disadvantaged.

2.2 Of the 43 percent for program improvement in Part B of Title II, allow states to determine the allocation method based upon needs.

2.3 Include in the 43 percent, the current appropriations for special programs under Title III (community-based organizations, consumer and homemaking education, and comprehensive career guidance and counseling).

2.4 Allow states to determine categories of program improvement activities in addition to those which exist in current law, including the support of tech-prep programs between area vocational schools and community colleges.

2.5 Encourage states to use funds for interagency linkages that result in coherent resource development projects.

2.6 Prohibit the use of program improvement funds for program maintenance.

3. Excess Costs

3.1 In conjunction with the single major set-aside for special populations, eliminate the excess cost requirement for the handicapped and disadvantaged. This has placed a major paperwork burden on the state agency and on local districts, discouraging applications for funds and not serving those populations as intended.

4. Accountability for Results

4.1 New Jersey supports incorporating recommendations of the Secretary of Education before the Subcommittee on Education, Arts and Humanities, United States Senate (June 22, 1989) which would require "States to develop performance standards related to students' improvement in basic skills, their acquisition of occupational competencies, their success in the labor market, and any other areas the States determine are appropriate. States would be required to apply their performance standards in measuring the quality of vocational training programs funded under the Perkins Act and in determining which programs receive continued funding."

4.2 The federal government should provide technical assistance to states in helping establish systems of performance standards and other accountability measures (i.e., basic skills, occupational skills, job placement, enrollment) that will allow states to monitor the ongoing pace of program improvement and to make adjustments or corrections as necessary. Such assistance could be made available through the National Center for Research in Vocational Education or through new provisions created under Title IV, National Programs.

5. **State Councils**

5.1 Authorize the establishment of a State Human Resources Council under the auspices of the Job Training Coordinating Council (in New Jersey, the Commission on Employment and Training). At the same time, allow such flexibility in membership of the new council that would significantly increase representation of business and industry.

5.2 Clearly define the functions of the State Human Resources Council and prohibit it from engaging in state level political lobbying efforts. The Council should serve an evaluation and feedback function as objectively as possible.

5.3 Require that authority for funding the newly reestablished state councils be vested in and held accountable to the Governor's office.

6. **State Plans**

6.1 Require that state plan development occur in conjunction with the state's comprehensive interagency employment and training planning process in order to: maximize personnel time, research efforts and finances; match occupational supply and demand; reduce unnecessary duplication of program/service delivery; establish program standards and monitoring criteria; and, ensure a cooperative delivery system for meeting the varied academic, vocational, social and occupational needs of students and adults at the local level. This two-tiered system would involve joint planning among state agencies, coordination with Private Industry Councils, Service Delivery Areas and agencies utilizing Job Training Partnership Act funds.

6.2 Require that any funds for occupationally specific training expended by local recipients be used to train students or to retrain adults in occupations for which there is demonstrated current or projected demand within the eligible recipient's labor market area or region, and in which job openings are not likely to be filled without the supply of vocational education program completers.

7. **National Programs**

7.1 Retain the provision in current law for State and National Occupational Information Coordinating Committees.

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International Union of
Bricklayers & Allied Craftsmen
815 Fifteenth Street, N.W., Washington, D.C. 20005 • Phone 202/ 783-3788

Office of the President

11 August 1989

The Honorable Claiborne Pell
United States Senate
Washington, D.C. 20510

Dear Senator Pell:

Enclosed is a statement that we would appreciate being included in the hearing record for the re-authorization of the Vocational Education Act. Our statement focuses on the increasing number of jobs that will be opening up in our industry between now and the Year 2000 and the training system we have developed to respond to this challenge. We believe that our regional training approach takes advantage of economies of scale, but at the same time, is sensitive to local demands and conditions through satellite programs that will be tailored to fit specific market surges. We feel that it is one of the most exciting developments in the area of training and we hope that through the support of the government we will be able to develop it to its full potential.

Thank you for your support.

Sincerely,

John T. Joyce
President

STATEMENT BY JOHN T. JOYCE, PRESIDENT, INTERNATIONAL UNION OF BRICKLAYERS AND ALLIED CRAFTSMEN, SUBMITTED TO THE EDUCATION, ARTS AND HUMANITIES SUBCOMMITTEE OF THE SENATE LABOR AND HUMAN RESOURCES COMMITTEE

August 11, 1989

Our Union, the contractors who employ our members, and, indeed, the entire masonry industry of which we are a part, are asking the Congress and the Federal Government to make a commitment to, and provide support for, a manpower training and education system that can, beginning in 1990 and continuing thereafter, produce results that will be economically progressive, socially responsible and humanly sensitive.

The International Bricklayers Union and the employers with whom we bargain are, through a labor/management trust fund, the International Masonry Institute, putting into place a craft training system that will, when it is totally implemented, produce most of the skilled workers -- bricklayers, tilesetters, stone and marble masons, cement masons, plasterers and terrazzo mechanics -- that will be needed between now and the beginning of the new century in order to meet the construction needs of our country. The key question is when will this system be totally implemented?

We began the task of building this new and very different training system several years ago, and we have since that time dedicated to it all of the financial resources available to us. We have made progress -- sufficient progress to show that we are on the right track and that our system and program will work -- but we have not made enough progress on our own to meet clearly defined needs. To do that, we need the stimulus of public support.

What are the needs we are trying to meet? They are the needs of our country to build the homes, schools, offices and factories that are required to keep the United States strong and stable. And these needs, for skilled workers and craftsmen, are enormous. Federal agencies estimate that somewhere between 28,000 and 44,000 additional jobs in the crafts I have named will need to be filled between now and the year 2000. Our Union, on the other hand, estimates that in that same period we will need between 40,000 and 50,000 new members to replace those members who will be retiring. Put these estimates together and take a middle position between the low and high estimates and you will find that we will need about 6,000-8,000 new masonry trowel tradesmen every year for the next 11 years.

That is a great need -- but it is also a great opportunity. With the right kind of training and education program, the majority of these new masonry workers can be taught to work with the latest building technology, and this will provide them with greater, and more stable job opportunities. They can be trained within our industry, so that they can be placed in jobs quicker, and more productively. They can go to work at, and continue to work at well paying jobs that also provide benefits such as health and retirement plans, and this will help them to establish families and become good citizens. And many of these new masonry craftsmen are going to be immigrants and members of minorities, and the right kind of training program will be of enormous assistance to them in becoming assimilated into our economic and social systems.

Our training system is not only the system that the building industry needs, but it also is the system that our country needs because it will respond to social and human needs and at the same time, through the skills of the people who go through our system, improve the quality of life of the American people.

Our system will leave in place those long-existing labor/management training programs which operate at the local level and which, within their limits, do a good job. It will add a new regional-level system of training centers which will be able to respond to manpower needs on a broader basis and which, therefore, will be less susceptible to the cyclical swings in building activity which have historically been a major problem for our members.

At these regional centers, at a national training center, and at "satellite" training centers which will be operated as necessary, we will provide to young men and women coming into the masonry industry intensive pre-job training that will make them more productive from the first moment they appear on a job site. We will provide "workplace literacy" education to these young people, and we also will provide safety training. They will receive training in the latest technology, and will be helped to develop attitudes that will enable them to deal with even newer technology as it comes into the building market. For these young people, and for skilled workers already in the industry, there will be training available not only in the basic masonry skills, but also in specialty skills. They will have opportunities to broaden and update their skills from time to time. And they will be able to proceed from journeymen training into foreman training, and thus keep open their options for advancement within the industry.

Our system and program are not pipe dreams. They exist now -- but not to the full extent needed. This year, the system will provide pre-job and related training to more than 2,000 young men and women. We also will provide intensive training to more than 100 instructors who work within the system.

We want to do more and can do more -- a lot more. And we want to begin doing more right now -- not five or 10 years from now.

That is the basis for our appeal for a commitment of support from the Congress and the Federal Government. We hope you will favorably consider this appeal.

STEVE COWPER
GOVERNOR

STATE OF ALASKA
OFFICE OF THE GOVERNOR
JUNEAU

July 31, 1989

Mr. Claiborne Pell
Chairman
Senate Subcommittee on Education
Arts and Humanities
SD 648 Dirksen
Senate Office Building
Washington, DC 20036

Dear Mr. Chairman:

Mr. Chairman, the State of Alaska appreciates the opportunity to comment on the importance of the federal contribution to vocational education and the reauthorization of the Carl D. Perkins Vocational Education Act.

The State of Alaska makes a significant effort to coordinate human resource development. Every effort is made to assure that State and federal resources are utilized to create an effective education and labor system. Federal legislation should provide checks and balances, but should not govern or mandate State interagency integrated systems.

Alaska encourages you to consider the reauthorization of the Carl D. Perkins Vocational Education Act as enhancement of State and local efforts to (a) deliver quality vocational education programs, (b) increase access for special populations, (c) provide supportive services to better enable special populations to benefit from opportunities for education and training, and (d) provide adequate resources for state leadership in implementing federal priorities.

Our state must be able to effectively administer the federal vocational education resources to address the unique needs of our changing economy and labor pool. Alaska's size makes the cost effectiveness of developing statewide programs clearly evident. For example, our Statewide Petroleum and Mining Extension Service, originally developed with the assistance of federal vocational education competitive grant funds, has provided educational programs from Barrow to Ketchikan. It would not have been cost effective to develop and implement mining and petroleum programs at six or seven sites within the state.

State administration funding should be established at a minimum figure or equivalent percentage, such as $300,000, with state/federal dollar-for-dollar match. Any minimum allocation state, such as Alaska, must administer all the requirements of the Act with resources which do not reflect the economic cost of doing business in a state with a smaller population base and, in our case, a large geographic area. When administrative costs are a percentage of the allocation, a state with a minimum grant that is as economically and geographically diverse as Alaska is at an extreme disadvantage.

In Alaska, federal funds are distributed by formula and competitive grant. A minimum of 50 percent of the funds should continue to allow states some discretion in establishing priorities and targeting program development which contributes to state/local economic development. Distribution of the federal vocational education funds should enable states to meet both state and federal priorities. Competitive grants, as opposed to entitlement programs, are the most effective means of creating program changes.

There are a variety of methods to identify economically disadvantaged youth and adults. In developing a Senate Bill, we recommended each state or local agency be allowed the option of utilizing one or more of the following program criteria for students enrolled in vocational education:

- eligible for Aid to Families with Dependent Children, or
- eligible for the Job Training Partnership Act, or
- eligible for the free or reduced-price meals in the National School Lunch Program, or
- eligible for Chapter I, or
- eligible for Pell Grant.

This would enable local education agencies to utilize the criteria, or combination of criteria for which they have the best information. It also encourages agencies to recruit and serve these populations.

Thanks for the opportunity to discuss this issue as it affects our state.

Sincerely,

Steve Cowper
Governor

cc: Senator Ted Stevens
Senator Frank Murkowski
Congressman Don Young

PREPARED STATEMENT OF NATIONAL ASSOCIATION OF STATE DIRECTORS OF VOCATIONAL EDUCATION PRESENTED BY MADELEINE B. HEMMINGS

Founded in 1920, the National Association of State Directors of Vocational Education, Inc. is the organization of some 50 state vocational education agency heads committed to leadership and outstanding performance in vocational/technical education. The Association has a growing membership of over 200 senior state staff and concerned business, labor and other education officials who share the directors' commitment to quality occupational education at the secondary, post-secondary and adult levels.

We appreciate this opportunity to share with the Committee, our concerns in reauthorization. The federal investment in vocational-technical education has directed the growth and development of a 25,000 institution system in 53 states and territories. Federal decisions about the future of vocational education continue to be key to the further strength and development of that system.

Today there are two pressures on the United States which make your decision about how you view vocational education vital to the country and vital to vocational education: global economic competition and genuine opportunity for people at risk of economic disadvantage.

The world is rapidly becoming one trade zone where all compete. In recent years, U. S. products have faltered in the global market due to price and quality non-competitiveness. To maintain our standard of living based on high wages, each of us must out produce our foreign competition with equal or better product quality. Trained, efficient employees who can learn, grow and perform on the job stabilize costs, and bring quality products to market at competitive prices.

At the same time, a major shift in the birth rate means the majority of workers entering the labor force for the first time over the next many years will be women and minorities. And skills shortages are developing. This means employers under serious competitive pressure in the global market are ready and anxious to hire those who can acquire the education and skills needed. People who may have been excluded in the past will be able to get good jobs at good wages, if they are properly qualified.

How we design the reauthorization of the Carl Perkins Vocational Education Act will determine whether people of all backgrounds are able to get the strong occupational education they need to enter and succeed in tomorrow's jobs, whether at risk populations can get those jobs and whether our employers will be able to compete well enough for the country to maintain its standard of living.

A yet unpublished study by Roger Vaughan for the National Center for Research in Vocational Education called The New Limits to Growth makes some compelling points which force us to consider this reauthorization effort as something more than a question of how to spend a relatively small amount of federal funds on an optional education program. This reauthorization is a series of decisions which will greatly affect the future of the United States:

1. Employees without college degrees earned three quarters of all wages and salaries in 1984 -- or $28 billion out of the nation's payroll of $35 billion per week. Those employees acquired their skills either on the job or by enrolling in formal occupational education programs.

2. Four our of five workers in 1984 and three out of four by the year 2000 will not have college degrees. More than 7 out of 10 technicians - medical technologists, computer programmers, air traffic controllers - have not graduated from college. Four out of five sales workers - insurance, real estate and travel agents - do not have college degrees. 19 out of 20 precision craft workers - machinists, tool and dye workers, construction tradesmen and mechanics - learn their skills through non-degree courses or on-the-job. Such jobs are essential to the functioning of our society and our economy.

3. Employers train their best educated employees. Only 45% of high school drop outs get any employer training; 71% of high school completers receive training from their employers. Employees who are trained on the job are more likely than other new employees to be trained in subsequent jobs because employers need to start with employees who are familiar with basic technologies, who understand what is required in the world of work and who can read, write and solve problems. So employers invest in those who have invested in themselves and who can demonstrate practical skills.

4. Occupational training in the classroom is important both to get jobs and to move ahead in careers for technical and professional occupations and its importance is growing. As the demand for more skilled workers increases and as the skills demanded become more complex, employers reliance on occupational education is likely to grow beyond the 30% of the employer training dollar occupational education now receives.

5. Skills shortages are occurring while we have large numbers of people at risk of economic disadvantage because they do not have the combination of education and skills needed to work in today's technological environment. This situation creates a great opportunity for those who may not have had access to higher paying, skilled jobs in the past if they can acquire the appropriate education and skills.

As a country we cannot let this opportunity go by. The vocational-technical education system is the country's only occupational education system. It must be used to assure at risk populations a genuine opportunity in the job market and employers an adequate supply of skilled employees.

How can the United States assure the existence of a quality vocational technical education system which is especially concerned about those at risk of economic disadvantage? By creating a federal/state/local partnership which drives the whole system to continually reform, renew and upgrade itself and which invests carefully in those areas where at risk people are concentrated.

Federal/State/Local Partnership

We must use federal funds and leadership to create a federal/state/local partnership fully accountable for the results it achieves for and with its students. The partnership must be based on a division of responsibility which requires that each level contribute what it can most effectively do in a mutually supportive environment. Emphasis must be on program quality, access and accountability while assuring that appropriate support services are provided for at risk populations. The proportion of federal funds devoted to the following activities should be based on and justified by a needs assessment and an approved state plan.

Federal functions:

The federal government can lead the vocational-technical education system in its effort to develop the world class workforce the country needs and promote that system as a major national resource. In doing so, the federal government should:

1. Establish national priorities for preparing and maintaining a productive and competitive workforce.

2. Assure access to relevant and quality vocational-technical education for all youth and adults who need, want and can benefit

from such education and training, with special emphasis on serving the economically disadvantaged and non-traditional populations.

3. Provide technical assistance in the interpretation of federal, laws, rules and regulations pertaining to vocational technical education and in the preparation and approval of state plans.

4. Collect, aggregate, analyze and report national data that measure the impact of vocational technical education in a timely manner using a variety of resources including the National Center for Education Statistics, OERI, the National Center for Education Measurement and other resources.

5. Operate national programs such as the National Center for Research in Vocational Education, the National Occupational Information Coordinating Council and State Occupational Information Coordinating Council system, a program of professional development for vocational educators, Guidance and Counseling, Home Economics and and Community Based Organizations.

The federal government should have the authority to turn down state plans which do not appear to improve the quality of the vocational-technical education offering and meet the needs of those most in need, or do not present realistic or effective strategies for accomplishing real improvement. In order to do so, the federal office must develop the capacity to review and respond to plans in a timely manner - before the plans must be implemented.

The federal government can provide technical assistance to states regarding state plan submission and approval, compliance with the law, information about new laws and changes in rules and regulations. To do so, the department must have personnel with sufficient knowledge and experience to provide the technical assistance and should create a rapid response capability to answer questions on the implications and application of the vocational-technical education law.

Statewide Functions

The state vocational-technical education function is to provide leadership and service to local deliverers to develop a vocational-technical education capacity which prepares a world class workforce appropriate to the state's economy, assures at-risk populations of access to and success in the state's job market and assures compliance with federal and state laws. States must have the authority, responsibility and funds to carry out these duties. Services to local delivers must include:

research, labor market information which emphasizes skill shortage and growth occupations

curriculum and competency test development and demonstration projects for innovative ideas with promise of improving program performance

leadership and technical assistance in developing options for integrating academic and vocational education and work with the rest of the education community to make it possible for local educators to work together successfully developing appropriate practices and programs in the schools - supporting those who try

leadership including working with appropriate research institutions and state education policy and administrative entities to expand the academic content of vocational education and to make it an integral part of a student's whole education

technical assistance in developing strong working relationships with employers, employer organizations, labor unions and community based organizations and developing links with other state human resource and economic development efforts

staff development for all who work in vocational education including teacher training and retraining, pre-service and in-service, as well as examination of the sources of vocational-technical education teachers, their education and certification requirements

performance evaluation, monitoring, reporting and accountability activities which measure student outcomes such as program completion, student competency, job placement and retention rates for all vocational technical program participants on an annual basis and demonstration programs to develop the links between accountability and performance management

supportive technical assistance for local program planning, development, improvement and modernization including integration of vocational and academic education and articulation between post-secondary and adult programs (Tech Prep) particularly in areas with high concentrations of at risk populations assure access and equity and the availability of supplemental and support services for targeted and underserved populations

build bridges for outreach and retention for the at risk populations by developing model partnerships with community based organizations

administer federal and state laws; coordinate and prepare state plan for vocational education; provide statewide data collection, analysis and reporting, coordinate with other federal and state initiatives aimed at enhancing services to disadvantaged populations

Local Functions

The local education agencies and eligible recipients are the direct providers of vocational-technical education to the student. As such they are of the greatest importance. Their responsibilities are to:

deliver quality vocational technical education programs that reflect appropriate technology and meet business/industry standards for entry into and continued successful employment

integrate basic, academic and vocational-technical instruction necessary to gain and maintain productive employment

assure availability and access to essential, supplemental and support services for targeted populations in order they may participate in and benefit from quality vocational-technical education

collect and report, on an annual basis, data that measures student outcomes

Purposes of the Federal Investment

Why does the vocational-technical education system need the federal contribution? Congress created the vo-tech system with the Smith-Hughes Act in 1917 as incentive funds for states to build their own vocational-technical education systems. Since then states and localities together have overmatched the federal contribution many times and continue to do so year after year. State and local funds are allocated primarily to establish facilities, faculties and programs. The system has depended since its inception on federal funds to drive it forward through research, curriculum development, demonstration and access .

After such program improvement is demonstrated to be effective, states and localities adopt the useful innovations and so modernize the whole system.

Over the last 10 years of rapidly rising federal deficits, states have been asked to pick up more and more initiatives previously funded by the federal government so that today, a decision to eliminate funds for general program improvement would mean years without such funds before state legislatures were able to provide them. This would mean modernization would come to a halt and the only occupational education system the country has would be stagnant at a time of increasing world competition. In states with serious economic difficulties whose recovery depends on its worldclass workforce, program improvement would face even greater delays creating further economic disadvantage for their citizens and their businesses. The United States cannot afford to have that happen at this time. We can be sure that countries such as Japan, Germany, France, Korea and others will not bring the development of their systems to a halt. Underdeveloped countries come to the United States regularly to hire our vocational education experts to design new occupational systems for them to use to develop our competition.

The State Directors agree that the role of the federal investment in vocational technical education must not be general aid. Federal funds should be used for two purposes:

> 43% for program improvement and modernization of secondary, post-secondary and adult vocational-technical education
>
> 57% for local level investment funds to build vocational-technical education capacity where there is the greatest concentrations of at-risk populations

At Risk Populations

As we said above, the United States is at a most opportune moment in its history: it is now possible that a very significant proportion, if not all, of those who are adequately prepared can get and keep family supporting jobs in our economy. This means that whatever we do for at risk populations with the limited funds we have available must reach them and must be designed so that they finish their programs as fully qualified people ready to go to work. The country can afford no risk as to whether this will happen.

We offer you a proposal which we believe will draw on the strengths of each part of the vocational-technical education system to achieve that goal. We have developed this proposal as a result of our extensive experience validated by some of the findings of the National Assessment of Vocational Education about the current legislation:

> the basic goals of increasing access of special populations to high-quality vocational education and improving the overall quality of programs are sound, but ... the legislation is a weak instrument for achieving these goals.
>
> For the disadvantaged set aside alone, ... school districts with the highest poverty rates had a greater likelihood of receiving an award, and their per-student disadvantaged (and handicapped) set-aside awards are larger than those in other districts. Within districts however, case studies were unable to uncover any systematic means for funds distribution or service provision based on student or programmatic characteristics Many districts did not know how many students were eligible for services and some did not know how many were actually served. Many districts did not know how many were actually served.
>
> Students in schools with high concentrations of disadvantaged students take large amounts of vocational education and have the most limited range of vocational offerings from which to choose.
>
>> Schools with the highest poverty rates and lowest academic achievement are 40% less likely to offer their students access to an area vocational facility than schools with the lowest poverty rates.
>>
>>> Per pupil Perkins Act expenditures were, on average, $32.21 in districts with the highest poverty rates, $19.50 in districts with medium poverty rates and $15.00 in districts with low poverty rates
>>>
>>> Within districts however, our case studies were unable to uncover any systematic means for funds distribution or for service provision based on student or programmatic characteristics.
>>>
>>> Typical set-aside grants appeared to be too small to provide much service under any circumstances. In regular school districts, the median grant under the disadvantaged set aside was $4,000. Three-quarters of all awards were $14,054 or less.

> > By contrast area vocational school districts spent an average of $27,418 under the disadvantaged set aside. The 75th percentile award was $62,295.
>
> Schools with the largest percentage of disadvantaged students offer 40% fewer vocational courses, a third as many occupational programs and half as many advanced courses as schools with the smallest percentage of disadvantaged students.
>
> > Most services were provided without reference to changing the vocational program in which the student was enrolled.
>
> Students in schools with the highest rates of poverty and lowest achievement average 6.03 credits of vocational education and 12.06 credits of academic subjects, compared with an average of 3.26 credits of vocational education and 16.26 credits of academic subjects in the most advantaged schools.

> The Perkins Act in Section 204(c) ... calls for a model of services that assumes that the educational offerings are adequate but that certain persons need additional assistance to be successful in those offerings. ... But the Perkins Act also assumes that a class of students (those who are economically disadvantaged) is enrolled in inadequate programs or has not enjoyed the same access to high quality offerings. The "solutions" continue to be framed in the individual assistance mode.

From the Abt Associates study of State and Local Response to the Carl D. Perkins Act prepared for the National Assessment of Vocational Education, we hear

> State funding mechanisms for Title IIB funds appeared to make a difference in the quality of projects funded. When competitions were used, the projects funded seemed of higher quality than those funded through formula, most likely because the competition for funding encouraged more careful planning and design of activities. Some states facilitated innovativeness by providing guidance or information about programs operating in other parts of the state or country.
>
> One possible approach to strengthen the use of federal funds for program improvement would be to use targeted improvement competitions to capitalize on the more innovative institutions providing vocational education, especially in

> economically depressed areas. Such competitions could include demonstrations that could be observed and more widely disseminated.
>
> ... an additional approach to strengthen the uses of Title IIB funds would be to strengthen the role of the state in program improvement, especially because it appeared that those projects funded through requests for proposals appeared to be of higher quality than those funded through formula allocations.

Our proposal is to drive 57% of the federal funds to educational institutions with the greatest concentrations of at risk populations to be used as 3 year investment to upgrade the quality of the vocational-technical education offering in those institutions. Grants would be of sufficient size to meet the upfront costs of the effort.

For purposes of this legislation, we define at-risk populations as:

economically disadvantaged youth and adults

handicapped youth and adults

single parents, pregnant teenagers and displaced homemakers

dislocated adult workers seeking re-entry into the workforce

Upgrading means to increase institutional capacity to provide access to and success in the job market.

Each state would work with the local education agencies to establish a limited number of eligible recipients based on the concentration of at risk populations measured by factors which reflect the actual enrollment such as the number of students eligible for free or reduced price school lunch (economically disadvantaged) and the number of students on Individualized Education Plans (handicapped). Eligible recipients would apply for funds from the 57% reserved for at risk populations by submitting a 3 year plan for use of the federal funds showing how the agency will best meet the needs of the at-risk populations by creating or upgrading a program or programs of vocational technical education to meet a documented, continuing demand and/or skills shortage in the region.

The plan would provide for the following:

new or upgraded curriculum, updating of teachers, facilities renovation and/or retrofiting, equipment (limit funds for equipment) student recruitment, drop out retrieval and support

services as needed such as remedial education, counselors, tutors, child care, transportation job placement, follow up and performance evaluation

Appropriate employers would be involved in curriculum design, program development and operation in order to assure that students are in programs which meet employers needs and will lead to jobs. Community based organizations with a proven record of success with hard to serve populations would assist with activities such as drop out retrieval, outreach/recruitment, remedial education and job placement. Parents would be invested to participate in planning and evaluation of the effort.

Plans which offered the greatest possibilities for student success in the job market would be funded on a competitive basis. Grants would be of sufficient size to enable the eligible recipient to carry out the 3 year plan possibly with heavy early year federal funding and gradual (non-federal) funding as the improvements are made. Provision for eventual non federal funding would be part of the original plan but no specific match or excess cost provision would apply. As federal funds became free, they would be used in other locations which met the same criteria. Reasonable maintenance of effort and non-supplanting provisions would be needed in the law.

This means that not all districts and/or eligible recipients will not receive funds each year. The small amount of federal available would have to rotate among areas with concentrations of at risk populations. However, where federal funds are spent, they would create lighthouse programs, open to all students in the area. Congress and the public would know what it has bought and the at-risk populations would have a genuine effort was underway to gain the promise of America to those who have not always have that access in the past.

States would work with the federal government to ease the application and reporting processes as much as possible especially where small grants are involved.

Program Improvement

The Abt Associates evaluation of State and Local Response to the Carl D. Perkins Act points out on Page 8 of the Case Study Analysis, Executive Summary .

> Perkins funds played a key role in statewide initiatives in vocational education and it is unlikely much activity would

> have been supported in their absence. Curriculum development, usually in competency based vocational education, was a widely discussed, important and visible state activity. Consequently, it may be worthwhile to study state efforts more systematically, including the content and cost-effectiveness of consortia efforts.
>
> All states also supported staff training and occupational information systems. Additional activities are scattered across states. Through requests for proposals, some states sponsored the implementation of pilot or model programs, such as Principles of Technology in a few districts. NASDVE note: 47 states are now implementing this 4 year old applied physics program used as the theoretical base for many occupations and recognized for its excellence in 1988 by the American Academy for the Advancement of Science.

In order to assure the continued development of a quality vocational technical education system, the federal investment in overall program improvement must continue. Such an investment, although relatively small, will insure that the whole system continue in its effort to supply a world class workforce. We propose that

> 43% of the funds be available to upgrade the secondary, post secondary and adult offering throughout the public occupational education system to create a continuum of opportunity which students may enter and exit as necessary but with each level preparing students to continue a lifetime of learning on the job and at institutions of further learning.. 23% of the basic state grant must be spent at the local level. 20% of the basic state grant may be used for statewide activities of which a reasonable amount is available for state administration of the grant.

On the basis of a continuing assessment of vocational-technical education's quality, states will develop a plan based on local needs, to upgrade the system's capacity to provide students with the competencies they need in the emerging workplace.

Funds from the program improvement grant could be used for the following types of activity:

> curriculum development and implementation, competency testing, staff development and research
>
> integrating vocational and academic education
>
> strengthening relationships with employers and economic development efforts to build
>
> > links to business, industry and labor on

curriculum development, demonstration sites for teachers, employer site experiences for students and teachers, placement and more

improving placement and follow up systems

planning and implementing complementary and coherent programs linking secondary with post-secondary and adult education in a variety of alternatives

leadership and professional development activities within the field of vocational education including in-service and pre-service activities for teachers

intercurricular activities of vocational student organizations

design, development and implementation of outcome measures for students

developing model programs for working with community based organizations of proven effectiveness serving hard to serve populations

upgrading existing workers to keep up with new technologies and methods

coordination with other appropriate federal and state initiatives for at risk populations

Funds could be used in consortia of local education agencies and/or states for any and all of the above purposes. Such consortia have resulted in outstanding development in the last five years such as the Southern Regional Education Board Project on Vocational Education integrating academic and vocational education, the Principles of Technology (applied physics course) originally funded through $2.5 million in contributions of state program improvement funds and now used in 47 states, the Entrepreneurship Consortium developing ways to successfully prepare people to start their own businesses and infuse such knowledge into occupational education. Today there are on-going efforts in Applied Mathematics, Applied Communications and Biology/Chemistry. More are on the way.

Outcome Measures

would be applied throughout the occupational education system in order to continually evaluate the results of the programs. States would choose 3 or more of the following indicators:

percent of program class completers in relation to program class starters student demonstrated competencies at an industry standard level of performance and/or in a predetermined occupational objective and under an individual employment education plan; including appropriate licensure

percent of class placement in an occupation related to the field of preparation; and/or in full-time military service in a branch allied to the field of training

percent of class placement in a non-related field

percent of class placement in non-related field

average per placement hourly wage/salary rate

percent of class enrolled in further learning

Adjustment factors would have to be developed to reflect local and state economic and employment conditions or provision would have to be made to compare like schools based on such factors as community characteristics, size, kind of students, etc. in order to assure fairness.

All vocational-technical education programs would report on the chosen indicators each year. There would be follow up of students at agreed upon intervals.

Appropriate incentive/disincentive systems would need to be developed, demonstrated and evaluated over the life of this legislation. One approach is to ask localities to spell out in their 3 year plans, steps that the eligible recipient would take to meet program standards. Each year, the projects would be reviewed. Then, if the steps were not taken, the state would supply technical assistance to the eligible recipient to complete the steps. If after 3 years, the eligible recipient fails to meet the established benchmarks, funds would be reduced by a set amount depending on the degree of failure. Withheld funds would be awarded to the successful eligible recipients within the same category of grant, to be used as unrestricted funds.

Information about the performance indicators, their methods of collection and the results received would be made public on a regular basis.

The National Assessment or the National Center for Research in Vocational Education would evaluate the progress of states in developing performance indicators and the quality of those indicators.

Transition Year

Because of the significant change in this legislation from the existing legislation, there will be a one year continuation of the existing legislation during which states will continue to operate under their current state plan while preparing for implementation of the new legislation.

Transition Year Activities

1. States would work with local education agencies in the secondary, post-secondary and adult delivery systems to determine where the greatest concentration of at-risk students occur and with the employer and economic development communities to determine which occupations are in high demand or are experiencing genuine shortages and to develop plans for upgrading appropriate programs.

2. States will work with local education agencies in secondary, post-secondary and adult delivery systems to develop plans to upgrade the occupational education system across the state.

Human Investment Council

The State Directors strongly support continuation of the State Councils on Vocational Education which should be composed primarily of decision-making representatives, preferably chief executive officers, from significant employer industries within the state inciuding small business, representatives of organized labor and state leaders of community based organizations.

It does appear that the concept of a Human Investment Council has long range potential as well. As proposed, the mission of the Human Investment Council is so vague, such a council could flounder for a number of years, creating further unnecessary misunderstandings and turf fights. Therefore, we think it advisable to develop the Council idea further in the legislation or abandon the Council concept. However, the state directors recognize the need and will work coordination among the various service providers.

We believe the mission of the Human Investment Council should be coordination of services to meet the individual needs of the at-risk client. For example, bringing together multiple agencies to determine how best to offer the combination of services at-risk populations need in locations where they can easily get to those services in a case management approach. The work of the Council should be to see that the following mix of services is offered to each individual according to assess need and by the most appropriate provider.

adequate and appropriate outreach and recruitment

one-stop centers where a package of services could be worked out for the client without the client having to worry about how many agencies s/he is working with and who will pay for what

assessment of skills, abilities, interests and needs

remedial, basic, theoretical and occupational education necessary to succeed in an occupation in demand and related to the assessment

support services such as counseling, remedial education, transportation, day care, temporary income, food stamps, etc.

job placement services

follow-up at pre-determined intervals

feedback to the program providers as to results for at least a year

State offices of vocational education must have sufficient authority and funds to be able to actively participate in this effort.

If the energies of the Council could be directed toward creating what we know works for at-risk populations, the Councils could be very useful and establish themselves favorably in their early years. If they are successful, further responsibilities could be added when appropriate.

Additional Points

This submission does not attempt to cover our every interest and concern in the development of the federal vocational education legislation. Many have been discussed very effectively in other situations and by other groups. There are a few additional points we would like to make:

Definitions

The State Directors recommend that several definitions be inserted in the new Act: the definition of vocational education recommended by the Council of Chief State School Officers and a new definition of the vocational-technical education student.

> Vocational-technical education students are those who are enrolled in a core curriculum which is

> occupationally based and has as its primary objective gainful employment or continuing formal education in an area related to the vocational-technical field of emphasis.

Performance measures would apply to those enroll vocational-technical education students enrolled in sequences of courses under an Individualized Employment Education Plan.

Data

Every significant, recent study of vocational-technical education has called for the development and maintenance of much better data about vocational-technical education at all levels.

Although we have used some of the results of the NAVE study in preparing this paper, that study was conducted without an adequate data base. The last national data collection on vocational education occurred in 1983, a year before passage of the Carl Perkins Vocational Education Act. Other information is drawn from studies developed from other purposes or scientific samples.

If things continue as they are, the situation in the next reauthorization will be the same or worse. The High School and Beyond Study will be of no further use. The National Education Longitudinal Study begun in 1988 will include high school seniors in 1992. Between now and the next reauthorization expected in 1993, there will no new data on high school enrollments in vocational education. Some data could be available on post-secondary enrollments through the National Post Secondary Student Aid Survey if the National Center on Education Statistics decides to invest in certain supplementary surveys. There is no indication at this time that such supplementary surveys will be undertaken.

We returning to our earlier discussion of the importance of correct decision making about vocational education to the economy and to the economic and social opportunity of our citizens. The State Directors of Vocational Education urge the Congress to remove this dearth of data and accurate information so that policy development and planning can proceed on the basis of real knowledge, not whatever information happens to be available from sources not designed to do the job.

We appreciate this opportunity to share our views with the Subcommittee members and staff and will welcome any discussion of these and other ideas about reauthorization with you. We sincerely hope to strongly and actively support the bill ultimately reported by the Subcommittee.

We appreciate this opportunity to present our views to the Subcommittee and will welcome the opportunity to discuss this with any of the members and staff at their convenience.

American Society for Engineering Education
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August 4, 1989

Honorable Claiborne Pell
Chairman
Subcommittee on Education, Arts
and Humanities
SD-648 Dirksen Building
Washington, D.C. 20510

Dear Mr. Chairman:

On behalf of the Engineering Technology Council of the American Society for Engineering Education, I would like to request that the enclosed statement be included in the Committee's hearing record on reauthorization of the vocational education act.

Thank you for your assistance in this matter. If there are any questions, please call Ann Leigh Speicher at the Society office at 293-7080.

Sincerely,

Anthony Tilmans

Dr. Anthony Tilmans
President
Kansas College of Tech.
and Chairman
Engineering Tech. Council

cc: Dr. William Troxler, Capitol College
Dr. John Weese, Texas A&M Univ.
Dr. Linda Miller, St. Louis Comty. College
Ann Leigh Speicher, ASEE

PREPARED STATEMENT OF ENGINEERING TECHNOLOGY COUNCIL OF THE AMERICAN SOCIETY FOR ENGINEERING EDUCATION
PRESENTED BY DR. ANTHONY TILMANS

Dear Mr. Chairman:

Thank you for this opportunity to share our views on the Tech Prep Education Act, S. 439. This statement is being submitted for the record by the Engineering Technology Council of the American Society for Engineering Education (ASEE). The Council represents more than 160 accredited two- and four-year schools of engineering technology in the U.S.

We are delighted that you have introduced S. 439 as a means of leveraging federal dollars to expand tech prep 2+2 programs in the U.S. Based on experience at Portland Community College, Midlands Technical College in South Carolina, and others, tech prep programs are working well in engineering technology. We believe that with further federal encouragement through such mechanisms as S. 439, tech prep collaborations will help the nation meet its growing need for technically skilled workers, while enabling a broader cross-section of U.S. students to embark on satisfying technical careers. Although it is beyond the current scope of S. 439, we believe the two-year/four-year college interface is also important and strongly support 2+2+2 programs.

What is Engineering Technology Education?

The distinction between engineering and engineering technology education may be viewed in the following way: engineering education teaches students how to advance the state of the art in engineering; engineering technology teaches students how to use the state of the art in engineering.

Students in engineering technology receive a mathematics and science-based curriculum, coupled with extensive laboratory practice. Faculty members are required to have at least a masters degree in their field and to have relevant industrial experience. Engineering technology programs educate two types of practitioners: engineering technicians and engineering technologists. Both have an important role on the engineering team, particularly in the implementation of technology transfer.

Engineering technicians generally have a two-year associate degree and provide support for engineers by applying specialized manual skills and practical knowledge to the analysis and solution of engineering problems. Technicians may perform laboratory product testing, carry out product sales and service, collect data, fabricate engineering designs and operate complex systems. **Engineering technologists** have earned a baccalaureate degree and practice "applied" engineering. This is the hands-on use of technology at the interface between routine applications and more theoretical engineering. Technologists may supervise manufacturing production and improvement, perform applied design, conduct systems integration and manage technicians.

Engineering technicians and technologists are in great demand from a wide variety of high technology industries: from biotechnology and robotics, to aerospace, communications and computer-integrated manufacturing. Student placements from both two-year and four-year accredited programs are estimated at more than 90 percent.

Engineering Technology and Tech Prep

Tech prep is a valuable way for students to learn about the opportunities available to them in a high-demand field such as engineering technolgoy. Many high school students are unaware they can have satisfying engineering-related careers without taking heavily theoretical college-prep mathematics and science courses. Through clear articulation agreements and staff interaction, tech prep programs help fill this information gap. Not only do they provide information directly to students, but--most importantly--to high school guidance counselors. The more counselors understand about opportunities in engineering technology and other technical areas, the more likely they are to help students--particularly women and underrepresented minorities--aim for careers in these fields.

Tech prep programs also provide students with a clear, efficient process for systematically building their technical skills and knowledge through high school and into college. Through faculty collaboration, their technical courses are updated and laboratories can be improved through cooperative equipment planning and acquisition. Portland Community College, for example, worked with its local electronics industry to provide $20,000 worth of state-of-the-art lab equipment for those high schools with which it had engineering technology articulation agreements.

Along with benefitting students, tech prep programs in engineering technology benefit the nation. Over the coming decade, employment for engineering technicians and technologists is expected to grow by 26% overall and by an astonishing 46% for electrical and electronics technicians and technologists. By introducing more students to engineering technology and by smoothing their transition into college and the job market, tech prep programs will help us meet this demand.

In sum, we deeply appreciate your including tech prep as a priority in the reauthorization of the vocational education act. We believe the tech prep concept has proved a valuable one not only for educating students in satisfying technical careers, but in providing a clear pathway for their integration into the workplace. We hope that the Committee will specifically designate "engineering technology" as one of the fields of technical preparation, and that there will be opportunity to increase the authorization level to the $200 million per year included in the House-approved measure.

Thank you for your consideration of our views.

MAINE COUNCIL ON VOCATIONAL EDUCATION

40 Water Street, Unit 1
Hallowell, Maine 04347
(207) 622-4709

TESTIMONY ON VOCATIONAL EDUCATION REAUTHORIZATION

PRESENTED TO THE SENATE EDUCATION, ARTS AND HUMANITIES SUBCOMMITTEE

SENATOR CLAIBORNE PELL, CHAIRMAN

The Maine Council on Vocational Education, through its biennial evaluation of JTPA and vocational education, would like to make the following recommendations with regard to the Carl D. Perkins Vocational Education Act:

1. Changes should be made in both the Carl D. Perkins Vocational Education Act and the Job Training Partnership Act to remove the barriers to cooperation.

    A. All definitions of terms common to both acts should be the same.
    B. All matching requirements should be the same for both acts.
    C. Federal audits should be the same for both acts.

2. A dollar figure should be given for administration costs in the minimum funded states instead of a percentage of the grants. Currently, administrative costs are funded by a percentage of total program funding. This is difficult for small states since they must provide the same services as larger states, but have fewer dollar amounts to do so.

3. States should be given greater flexibility of funding under the Carl D. Perkins legislation so that the funds can be adapted to local needs. Fixed formulas are counterproductive to achieving broader access to vocational programming. To a degree, each state has different needs and different population configurations which do not always fit into the categories and/or percentages established by Congress. More people can be served, and the money better utilized, if the legislation reflects local needs.

4. There is a need for a stronger national, state and local focus on students in non-traditional occupations.

In sum, we deeply appreciate your including tech prep as a priority in the reauthorization of the vocational education act. We believe the tech prep concept has proved a valuable one not only for educating students in satisfying technical careers, but in providing a clear pathway for their integration into the workplace. We hope that the Committee will specifically designate "engineering technology" as one of the fields of technical preparation, and that there will be opportunity to increase the authorization level to the $200 million per year included in the House-approved measure.

Thank you for your consideration of our views.

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TESTIMONY ON VOCATIONAL EDUCATION REAUTHORIZATION

PRESENTED TO THE SENATE EDUCATION, ARTS AND HUMANITIES SUBCOMMITTEE

SENATOR CLAIBORNE PELL, CHAIRMAN

The Maine Council on Vocational Education, through its biennial evaluation of JTPA and vocational education, would like to make the following recommendations with regard to the Carl D. Perkins Vocational Education Act:

1. Changes should be made in both the Carl D. Perkins Vocational Education Act and the Job Training Partnership Act to remove the barriers to cooperation.

   A. All definitions of terms common to both acts should be the same.
   B. All matching requirements should be the same for both acts.
   C. Federal audits should be the same for both acts.

2. A dollar figure should be given for administration costs in the minimum funded states instead of a percentage of the grants. Currently, administrative costs are funded by a percentage of total program funding. This is difficult for small states since they must provide the same services as larger states, but have fewer dollar amounts to do so.

3. States should be given greater flexibility of funding under the Carl D. Perkins legislation so that the funds can be adapted to local needs. Fixed formulas are counterproductive to achieving broader access to vocational programming. To a degree, each state has different needs and different population configurations which do not always fit into the categories and/or percentages established by Congress. More people can be served, and the money better utilized, if the legislation reflects local needs.

4. There is a need for a stronger national, state and local focus on students in non-traditional occupations.

5. There should be a reduction in the number of set asides in the Carl D. Perkins legislation. Because of funding categories or set asides, people who need the services that the Perkins funds provide cannot be served.

6. There are three elements that are critical for any state level council that is established:

a. It must be independent from all departments of government, especially those that it must critique, and it should not be staffed by employees of any department of government.

b. If it is to be truly a lay board, it should be given responsibilities that are manageable by the members, otherwise they become overly reliant on staff. It is difficult enough for someone who is not actively involved in a program area to understand one area. It is almost impossible for that person to be knowledgeable of five different acts.

c. It should be responsible for policy and program improvement, not oversight or actual coordination.

Issues of monitoring for compliance, such as grant expenditures, could be better accomplished through an audit process.

MAINE COUNCIL ON VOCATIONAL EDUCATION

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CRITIQUE OF H. R. 7

The concern that the Maine Council on Vocational Education has regarding H.R. 7 is that it is punitive to those states, such as Maine, who have used the money from the Carl D. Perkins Act as it was intended. In Maine as in other states, H.R. 7 would not promote innovation, it would foster stagnation. It would be better to add stronger penalties for non-compliance to address violations of the Perkins law than to alter it so drastically.

FUNDING FORMULA

Under the funding formula proposed by H.R. 7, Maine would have to decrease or eliminate the following programs: Technical Assistance to Programs, Career Education/Guidance and Counseling, Curriculum Development, Staff Development-both pre-service and in-service, Youth Organizations, Sex Equity and Single Parent Programs.

ADMINISTRATION AND ALLOCATION OF DOLLARS

H.R. 7 proposes that the dollars flow directly to the local districts. If Maine were required to disperse the federal dollars among all 283 local education agencies, there would not be sufficient money in any one area to make an impact on program improvement, handicapped and disadvantaged students, equal access or any other target group or activity. Money would most likely be used for equipment and supplies which, to date, has been almost non-existent in Maine's use of federal vocational education dollars. Using the state as a pass-through for the federal dollars would curtail innovation at the local level.

HANDICAPPED AND DISADVANTAGED FUNDS

H. R. 7's elimination of the set-asides is appropriate. Many states could not use all of the money to increase access to handicapped and disadvantaged students because of some of the Perkins provisions such as the match and excess costs requirements. However, limiting the use of the funds to economically disadvantaged students is short-sighted. If you don't want today's academically disadvantaged children to become tomorrow's economically disadvantaged adults, then funds must be available for academically disadvantaged students as well. MCVE had recommended a reduction in the number of set-asides and an increase in the funding flexibility so that the funds could be adapted to local needs depending on the population configurations of each state. That would allow greater access to the money and provide for better services to the handicapped and disadvantaged students.

COUNCILS

A Human Investment Council recognizes the importance of coordination among programs. However, in practice it would be an unwieldy group that would be directed by its staff, not by the council members. It is difficult enough for someone who is not actively involved in each of the program areas to understand one area. It is almost impossible for that person to be knowledgeable of five different acts.

MCVE feels that there are three elements that are critical for any state level council that is established:

a. It must be independent from all departments of government, especially those that it must critique, and it should not be staffed by employees of any department of government.

b. If it is to be truly a lay board, it should be given responsibilities that are manageable by the members, otherwise they become overly reliant on staff.

c. It should be responsible for policy and program improvement, not oversight or actual coordination. Issues of monitoring for compliance, such as grant expenditures, could be better accomplished through an audit process.

Although we have identified several areas of the bill that would pose problems for Maine, MCVE is supportive of all of the major initiatives advanced by H. R. 7 such as the integrated approach to teaching vocational education and the focus on articulation between secondary and postsecondary vocational education which has been a position advocated by MCVE for years.

RECOMMENDATIONS

NATIONAL

Coordination and Joint Recommendations

1. MCVE RECOMMENDS changes in both the Carl D. Perkins Vocational Education Act and the Job Training Partnership Act to remove the barriers to cooperation.

   A. All definitions of terms common to both acts should be the same.
   B. All matching requirements should be the same for both acts.
   C. Federal audits should be the same for both acts.

2. MCVE RECOMMENDS a dollar figure for administration costs for each act in the minimum funded states instead of a percentage of the grants.

3. MCVE RECOMMENDS greater flexibility of funding under the Carl D. Perkins and the JTPA legislation so that the funds can be adapted to local needs.

4. MCVE RECOMMENDS funding stability for the duration of each act to permit better planning and coordination.

5. MCVE RECOMMENDS a stronger national focus on students in non-traditional occupations.

Job Training Partnership Act

1. MCVE RECOMMENDS a better system of data collection that would eliminate double counting and allow for valid data comparisons.

2. MCVE RECOMMENDS provision for more longer term training under JTPA to meet the needs of clients.

3. MCVE RECOMMENDS increased funding for support services under JTPA to meet the needs of clients.

4. MCVE RECOMMENDS a change in the eligibility requirements of the JTPA program to allow service providers to enroll clients who are not economically disadvantaged but who have other barriers to employment.

Carl D. Perkins

1. MCVE RECOMMENDS reduction in the number of set asides in the Carl D. Perkins legislation.

Senator **Dodd**. Thank you very, very much for being here.

This subcommittee will stand adjourned until further call of the chair.

[Whereupon, at 12:05 p.m., the subcommittee was adjourned.]

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